

# **TOWER DISTRICT SPECIFIC PLAN**

**City of Fresno  
Development Department, Planning Division**

Wallace Roberts & Todd

Robert Bruce Anderson

TJKM

March 26, 1991



## **ACKNOWLEDGMENTS**

### **Planning Consultants**

**Wallace Roberts & Todd**

Jay Claiborne, Project Director

Karen Kiest, Landscape Architect

Annemarie Dietzgen, Environmental Planner

### **Robert Bruce Anderson**

Robert Bruce Anderson, Urban Conservation and Implementation

Eric Sandweiss, Architectural History

### **TJKM**

Greg Aldrich, Traffic Planning

### **City of Fresno**

Karen Humphrey, Mayor

Craig Scharton, Mayor Pro Tempore/Council Member, District One

Les Kimber, Council Member, District Three

Michael Bierman, City Manager

Linda Boudreau, Deputy City Manager

Ray Johnson, Deputy City Manager

Alvin Solis, Director, Development Department

Nick Yovino, Development Manager

Lois Johnson, Supervising Planner

David Fey, Planner III

Roger Taylor, Planner II

**Tower District Citizens  
Planning Committee**

Patience Milrod, Chairperson  
Ruth Ratzlaff, Vice Chairperson  
Janet Bailey  
Hannah Benson  
Michael Birdsong  
Robert Boro  
Roselyn Clark  
Michael Clifton  
Chuck Dillon  
Harry Dougherty, Jr.  
Ron Eichman  
Russ Fey  
Wilma Maldonado  
Blanche Milhahn  
Rachel Mosley  
Bruce Owdom  
Bill Parker  
Ali Shabazz  
Michael Weil  
Jeff Wolpert  
Barbara Ziering



**Voting Alternates**

Joe Catania

Becky Foore-Hayden

Renee Halstead

John Martin

Jean Shirey

**Fresno State Study  
Department of Urban  
& Regional Planning  
(1984-1985)**

Elaine Pantell, Coordinator

Asoka Herath

Yung-Ching Huang

Lung-Seng Shi



## **TABLE OF CONTENTS**

|            |  | <b>Page</b> |
|------------|--|-------------|
| <b>1.0</b> | <b>Introduction</b>                                  |             |
| 1.1        | Purpose  | 1-1         |
| 1.2        | Authority & Scope                                    | 1-1         |
| 1.3        | Organization of the Plan                             | 1-9         |
| 1.4        | Plan Summary   | 1-9         |
| <b>2.0</b> | <b>Goals, Objectives and Policies</b>                |             |
| <b>3.0</b> | <b>Conservation</b>                                  |             |
| 3.1        | Survey of Historic Resources                         | 3-1         |
| 3.2        | Historic Districts & Statements<br>of Significance   | 3-9         |
| <b>4.0</b> | <b>Land Use</b>                                      |             |
| 4.1        | Residential  | 4-17        |
| 4.2        | Commercial   | 4-24        |
| 4.3        | Industrial & Light Manufacturing                     | 4-28        |
| 4.4        | Public Facilities                                    | 4-28        |
| 4.5        | Parks, Plazas & Open Space                           | 4-28        |
| <b>5.0</b> | <b>Open Space</b>                                    |             |
| 5.1        | Public Parks & Recreation Areas                      | 5-1         |
| 5.2        | School District, College &<br>Community Center Sites | 5-10        |
| 5.3        | Freeway Edge & Undercrossings                        | 5-11        |
| 5.4        | Central Olive Avenue Plaza                           | 5-12        |
| 5.5        | Streetscape  | 5-15        |

## TABLE OF CONTENTS

|            |   | Page |
|------------|---|------|
| <b>6.0</b> | <b>Circulation</b>                      |      |
| 6.1        | Traffic                                 | 6-1  |
| 6.2        | Bicycle & Pedestrian                    | 6-12 |
| 6.3        | Parking                                 | 6-18 |
| 6.4        | General Information                     | 6-20 |
| <br>       |   |      |
| <b>7.0</b> | <b>Infrastructure</b>                   |      |
| 7.1        | Water                                   | 7-1  |
| 7.2        | Sewer                                   | 7-3  |
| 7.3        | Drainage/Flood Control                  | 7-3  |
| 7.4        | Streets & Alleys                        | 7-4  |
| 7.5        | Electricity & Natural Gas               | 7-4  |
| 7.6        | Street Lighting                         | 7-4  |
| 7.7        | Fire Protection                         | 7-4  |
| 7.8        | Police                                  | 7-4  |
| 7.9        | Schools                                 | 7-5  |
| 7.10       | Parks & Recreation                      | 7-5  |
| <br>       |   |      |
| <b>8.0</b> | <b>Implementation</b>                   |      |
| 8.1        | Historic Resources Survey               |      |
|            | Implementation Measures                 | 8-1  |
| 8.2        | Plan Conformance, Rezoning Program      |      |
|            | Implementation Measures                 | 8-3  |
| 8.3        | Public Area Improvements                | 8-10 |
| 8.4        | Citizen Participation & Plan Management | 8-10 |
| 8.5        | Funding Mechanisms                      | 8-12 |

## TABLE OF CONTENTS

### Page

#### Appendix A : Guideline Recommendations

|     |                          |       |
|-----|--------------------------|-------|
| A.1 | Public Area Improvements | A.1-1 |
| A.2 | Building Alterations     | A.2-1 |
| A.3 | New Construction         | A.3-1 |

#### Appendix B: The Secretary of the Interior's Standards for Historic Preservation Projects

#### Appendix C: Annual Report of the Tower District Plan Implementation Committee, May 19, 1992

#### Appendix D: Resolutions and Ordinance of Recommendation, Certification and Adoption



## LIST OF EXHIBITS

| <b>Figure</b> | <b>Title</b>                   | <b>Following Page</b> |
|---------------|--------------------------------|-----------------------|
| 1-1           | Regional Location              | 1-1                   |
| 1-2           | Sub-Regional Location          | 1-1                   |
| 1-3           | Community Planning Areas       | 1-1                   |
| 3-1           | Historic Districts             | 3-6                   |
| 3-2           | Street Car Lines               | 3-12                  |
| 4-1           | Existing Land Use              | 4-2                   |
| 4-2           | Existing Zoning                | 4-2                   |
| 4-3           | Existing Daily Traffic Volumes | 4-2                   |
| 4-4           | FUSD Elementary School Site    | 4-10                  |
| 4-5           | Land Use                       | 4-14                  |
| 4-6           | Density Tolerant Areas         | 4-18                  |
| 5-1           | Open Space                     | 5-2                   |
| 5-2           | Dry Creek Park                 | 5-2                   |
| 5-3           | Dry Creek Sections             | 5-2                   |
| 5-4           | Central Olive Avenue Plaza     | 5-12                  |
| 6-1           | Street Classifications         | 6-2                   |
| 6-2           | Street Conversions             | 6-6                   |
| 6-3           | Existing & Proposed Bikeways   | 6-12                  |
| 8-1           | Areas for Potential Rezoning   | 8-6                   |
| 8-2           | Planned Land Use/Zoning        |                       |
|               | Consistency Matrix             | 8-4                   |





# **1.0 INTRODUCTION**



# INTRODUCTION

## 1.1 PURPOSE

The Tower District Specific Plan for the City of Fresno expands upon and refines the broad policy recommendations of the Fresno General Plan and the Fresno High-Roeding Community Plan. As anticipated by the latter, the Tower District Specific Plan will constitute an amendment to that community plan. The study area comprises approximately three square miles and is defined by Shields Avenue on the north; Maroa Avenue between Shields and Clinton Avenues and Blackstone Avenue between Clinton and the proposed Route 180 corridor on the east; the proposed Route 180 corridor on the south, including the Fulton, Van Ness corridor to Voorman Avenue between the full alleys west of College and east of Yosemite Avenues; and by the Southern Pacific Railroad and Fruit Avenue on the southwest and west.

The Specific Plan recommendations for Fulton Street and Van Ness Avenue, between the future Route 180 and Voorman, eventually may be incorporated as part of the Redevelopment Plan for the Lowell Area, which is in the Central Area Community Plan District.

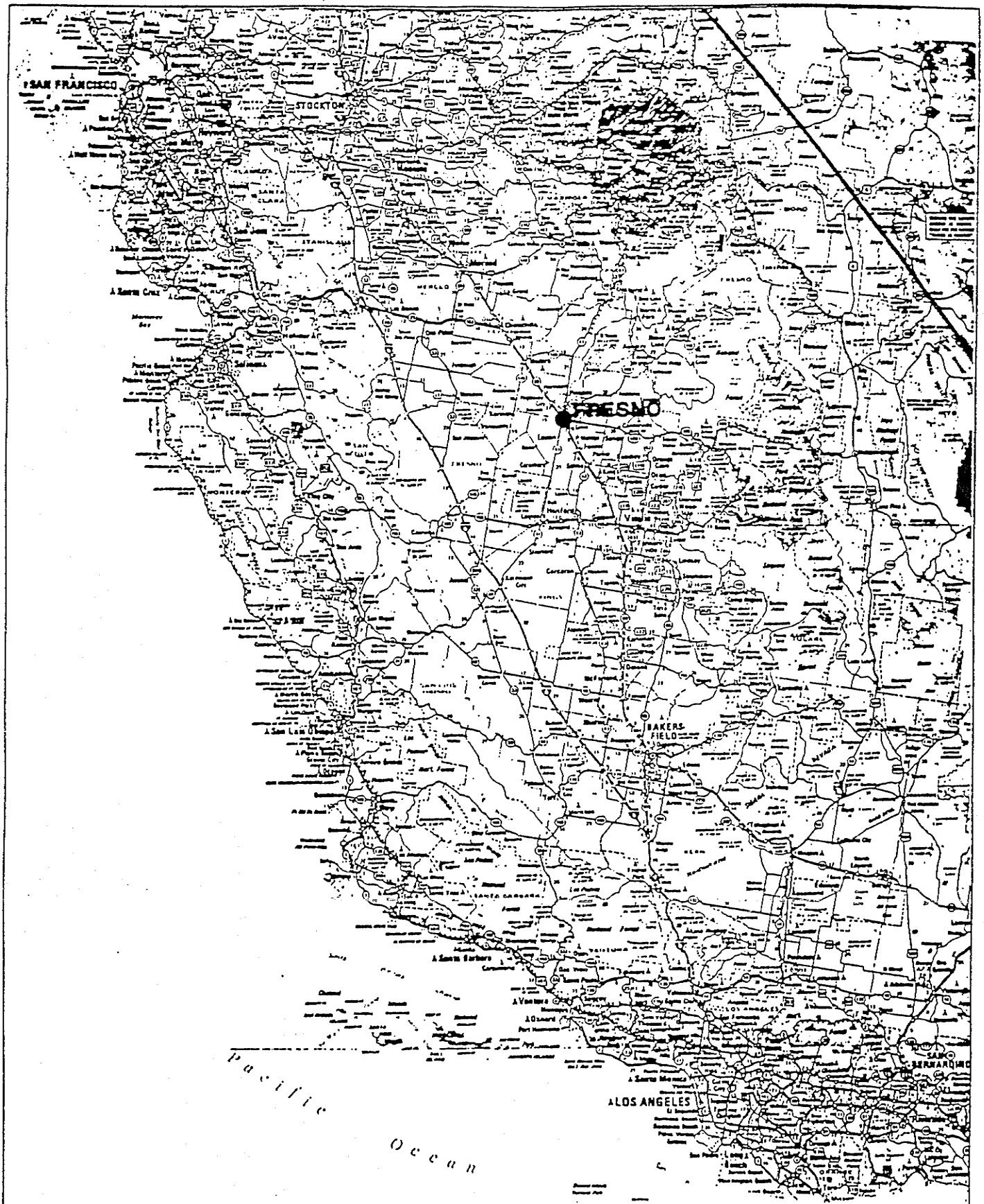
The purpose of the Tower District Specific Plan is to provide the City and the residents of the district with a comprehensive structure for managing historic resources and neighborhoods in the face of future change and development. The Plan and the accompanying Program Environmental Impact Report (EIR) address urban conservation and new development, including public area improvements. The Plan and EIR respond to a framework of goals and policies for neighborhood quality and stability, for economic development and reinvestment, and for fiscal responsibility.

## 1.2 AUTHORITY & SCOPE

Central to the planning process for the Tower District Specific Plan is a windshield survey of historic resources and identification of Historic Districts, both geographic and thematic. Details of the methodology and findings of this survey are found in the Conservation Element of the Specific Plan. The policy direction and interim review of the plan's recommendations have come from the Tower District Citizens Committee and its subcommittees.

The Tower District Specific Plan has been prepared pursuant to the provisions of Sections 65450 through 65457 of the California Government Code. Adoption of the Specific Plan provides for requirements and character of future growth and change within the Tower District plan area, including changes to existing regulations and requirements affecting the development and use of land. As an adopted plan, it reflects the interests and objectives of the City Council, property owners, and the community at large.





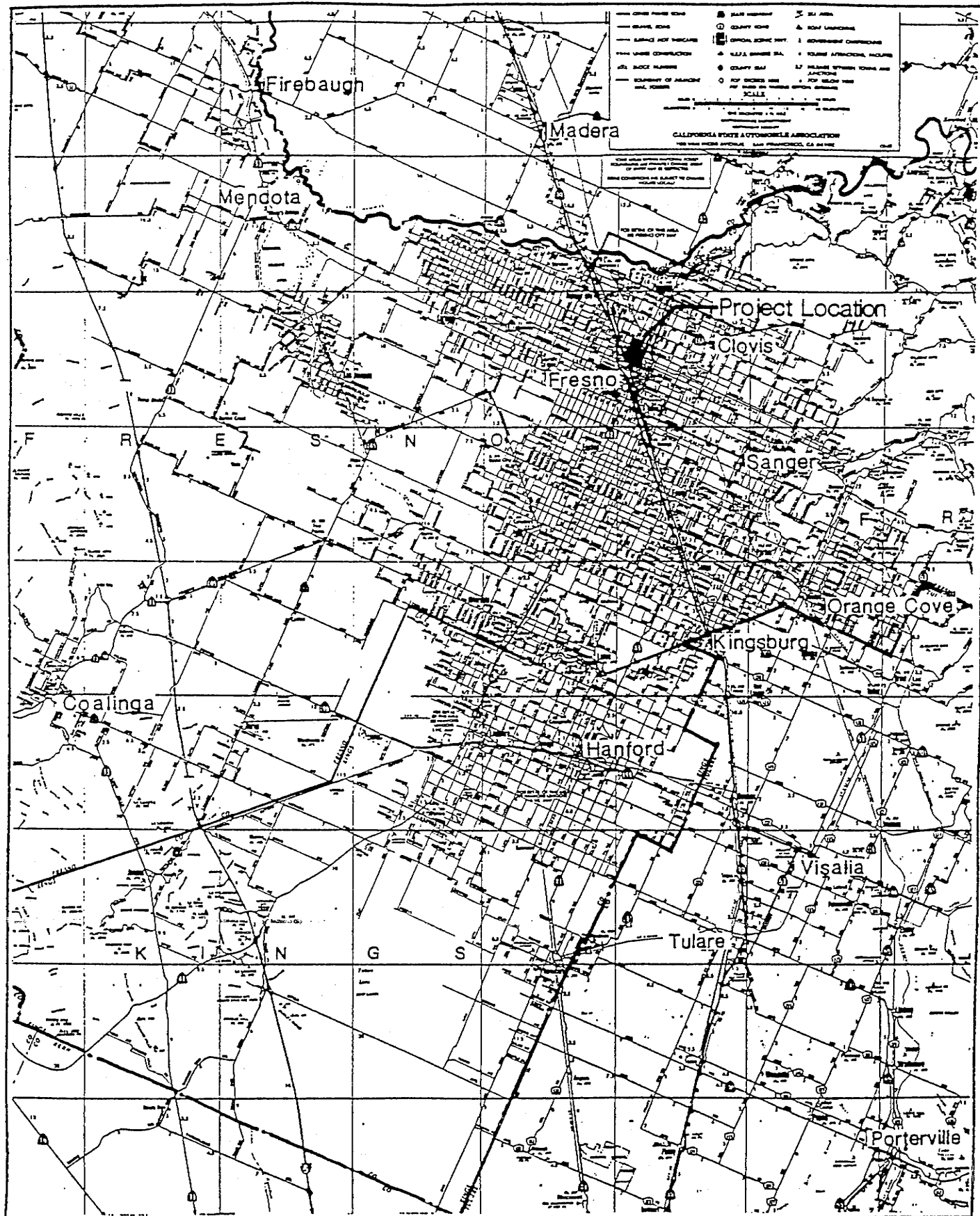
Regional Location

**TOWER DISTRICT**

Wallace Roberts & Todd

Figure 1-1





Sub-Regional Location

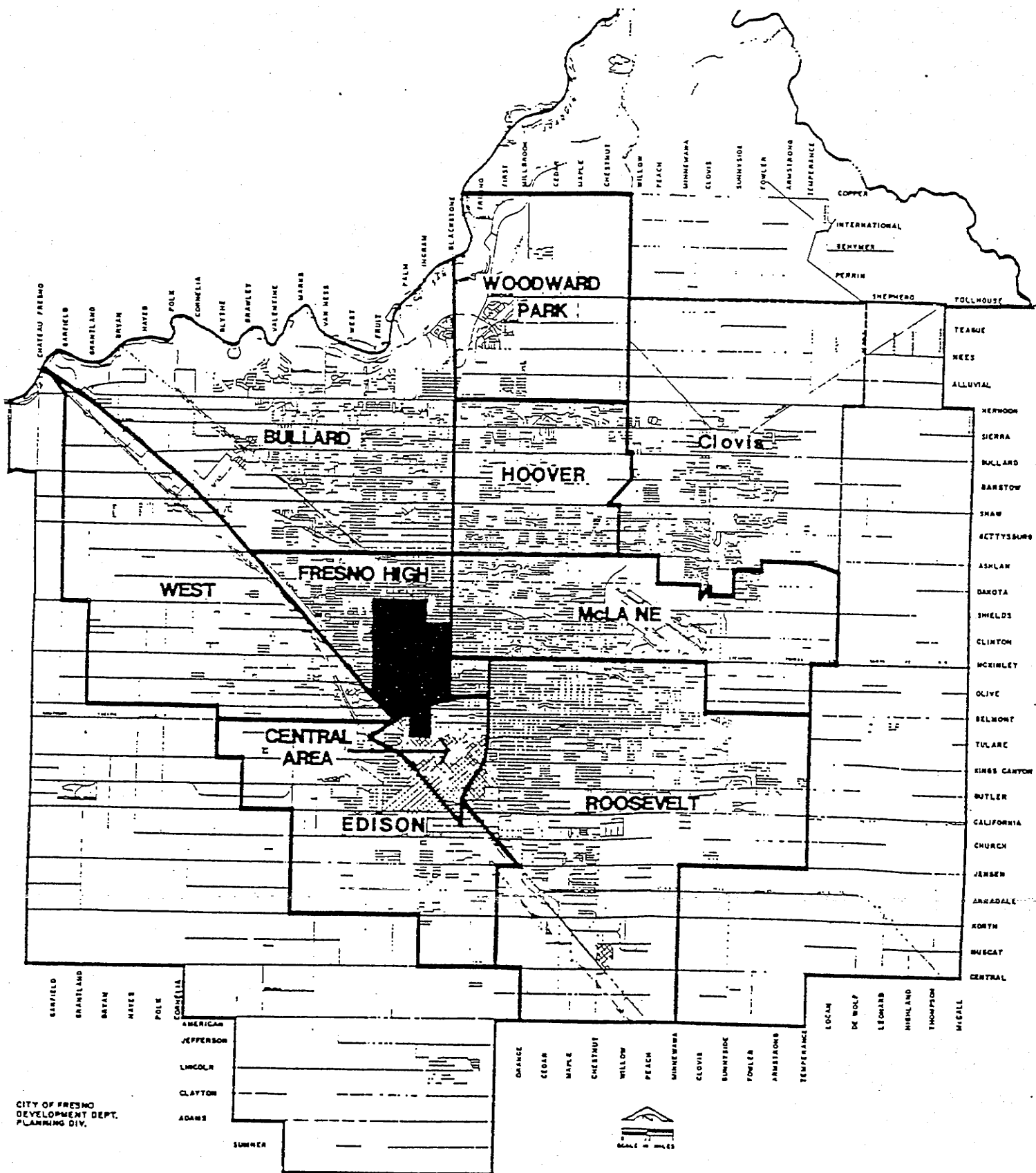
**TOWER DISTRICT**

Wallace Roberts & Todd

Figure 1-2







Fresno - Clovis Metropolitan Area

Community Plan Areas

**TOWER DISTRICT**

Wallace Roberts & Todd



Tower District  
Specific Plan Area

Figure 1-3



# INTRODUCTION

The adoption of the Tower District Specific Plan also constitutes a project under the California Environmental Quality Act (CEQA). The plan is therefore accompanied by a separate program EIR document. It should be noted that, while presented according to City of Fresno policy as a separate document, the EIR preparation is treated as an integral component of the planning process to ensure sensitivity to critical environmental concerns. The environmental setting, including historic resources and visual quality, constitutes the background analysis for the Tower District Specific Plan.

The EIR is prepared in accordance with the most recently adopted EIR guidelines under CEQA and addresses those issues and concerns identified in the Initial Environmental Study, and responses to the Notice of Preparation. The resulting EIR is a full disclosure document to inform decision makers and the general public of the direct and indirect environmental effects of the Tower District Specific Plan. It provides mitigation measures to reduce or eliminate potential adverse impacts. It also identifies and evaluates reasonable alternatives to the proposed plan.

## 1.3 ORGANIZATION OF THE PLAN

The Tower District Specific Plan is organized to provide a step-by-step understanding of the authority and rationale for all recommendations, concepts and implementation measures. Consequently, the plan document begins with the current Introduction, including an executive summary of the environmental setting and a description of the overall plan concepts, followed in Section 2.0 by the Goals, Objectives and Policies which establish the legislative intent and context for the plan. Section 3.0, the Conservation Element, explains the survey methodology used to identify the significant resources of the Tower District and then provides statements of significance for the recommended Historic Districts. Additional plan elements, beginning with Section 4.0, include Land Use, Open Space, Circulation, and Infrastructure. Section 8.0 addresses recommended implementation actions. Finally, Appendix A contains Guideline Recommendations for Building Alterations, New Construction and Public Area Improvements.

## 1.4 PLAN SUMMARY

### Existing Characteristics

#### Physical Setting

The accompanying EIR includes a description of the physical characteristics of the Tower District. The Tower District is an early streetcar suburb of the City of Fresno and its development is closely linked to that of downtown. Existing land uses are predominantly residential, with concentrations of commercial at major intersections of

## INTRODUCTION

through arterials and in the blocks immediately adjacent to the Tower Theater, the functional and symbolic center of the district. Residential lots are relatively small by contemporary subdivision standards. In certain areas, multi-unit buildings are well-integrated into the overall fabric of the district. Most of the open space is in the form of tree-lined streets and school yards

Both individually and collectively, the buildings, objects and places of the Tower District create a distinctive neighborhood identity. While not historically unique, such an integral collection of architecturally diverse styles and building types is increasingly rare in California cities. Mature street trees, well-maintained street lights from the 1920s, Craftsman-style gateways along certain streets, distinctive culvert structures and railroad viaducts, and an array of significant commercial signs, including the Art Deco Tower Theater, add to the richness of the existing streetscape. The Tower District remains an eminently livable area of the City.

The proposed Route 180 freeway project, linking the Blackstone stub with Highway 99, is the most significant project for the Tower District since the streetcars were removed in the 1930s. The bermed roadway will establish a physical barrier between downtown and the Tower District, and will separate the historically significant areas north of Voorman Avenue from the remainder of the District. This project has resulted in considerable blight along the corridor and in immediately adjacent areas.

### Plan Concepts

The Fresno General Plan (1984) includes the Tower District study area as part of the Fresno High-Roeding Community Plan (adopted December 1977). The Tower District Specific Plan will supersede the earlier community plan recommendations for the Tower District. The integral relationship between downtown and the Tower District requires that the Central Area Community Plan and the Tower District Specific Plan be mutually responsive, especially for the Fulton Street and Van Ness Avenue corridor, and for the residential areas between Voorman Avenue and the proposed Route 180 Freeway.

### Conservation

In summary, the Tower District Specific Plan contains goals, objectives and policies for the conservation of residential neighborhoods. The plan includes five historic districts and one thematic group, which collectively represent the rich diversity of architectural styles and building types of the Tower District. These districts and the thematic group provide a means to publicly recognize the principal historic

# INTRODUCTION

resources of the district. It is to be noted that individual significant resources located outside the Historic District boundaries are no less historic or significant than those located inside Historic Districts. Conservation policies, programs and architectural guideline recommendations developed by the plan apply to the entire plan area and are not limited to Historic Districts.

## Land Use

As a part of the overall conservation approach, the Specific Plan recommends changes in land use which provide effective edges between residential and non-residential uses and which recognize the lack of market response to existing land use designations and zoning for non-residential development. Residential densities, in general, are recommended at the level of existing single-unit areas. Certain zones are identified as being tolerant to higher density development, up to six-plex buildings on individual sites, under design review. Three areas are recommended as appropriate for high density residential use, given their adjacency to Fresno City College and the central Olive Avenue commercial area. Mixed-use designations for certain street areas are defined in terms of relationships between recommended uses and spatial location.

## Open Space

At present, public open space in the Tower District is limited almost completely to school yards and streets. The Specific Plan includes open space recommendations for the creation of a Dry Creek park of significant proportions along the north edge of the proposed Route 180 freeway. This area, together with a creekside trail network, makes creative use of an existing natural feature of the district. In addition, prioritized streetscape improvement programs are recommended for high traffic volume residential streets and commercial districts, including a public plaza for the central commercial district.

## Circulation

The Circulation Element of the Specific Plan includes recommendations to study the redesignation of two-way traffic on existing one-way streets north of Belmont Avenue. As a part of longer-term circulation improvements to benefit residential neighborhoods, the plan provides a concept for street barriers that restrict access between residential areas and commercial activity on Blackstone Avenue. Other plan recommendations for traffic and circulation include mitigations for parking impacts associated with school sites and retention of on-street parking on Fulton Street and Van Ness Avenue south of Belmont Avenue.

# INTRODUCTION

## Infrastructure

Descriptions of existing conditions and recommendations for anticipated improvements to infrastructure have been provided by City Departments and Agencies. The Tower District Specific Plan does not recommend any new projects or improvements that place an additional burden on existing infrastructure.

## Implementation

Recommendations for implementation include those actions identified as being feasible and necessary. Necessary changes to the City's General Plan and Zoning Provisions are identified, and a table is available from the City which correlates the Plan's land use recommendations with the City's zoning classifications. A citizens task force is recommended to serve as an Implementation Committee, and a list of commonly-used funding mechanisms is provided to facilitate the work of this committee. Finally, the Plan contains guideline recommendations for public area improvements, building alterations, and new construction, and it also outlines an interim design review process.

## **2.0 GOALS, OBJECTIVES & POLICIES**





# GOALS, OBJECTIVES & POLICIES

## **GOAL I      RESTORE AND REINFORCE THE HISTORICAL AND MUTUALLY SUPPORTIVE RELATIONSHIPS BETWEEN TOWER DISTRICT NEIGHBORHOODS AND THE CENTRAL AREA.**

Intent: Many neighborhoods and areas of the Tower District are closely tied to the history and future of the Central Area. In turn, the health and vitality of the Central Area are dependent upon adjacent, stable residential neighborhoods.

### **Objective 1      Coordinate plans and programs of the Tower District, Central Area and other adjacent neighborhood areas.**

Intent: The Fulton Street and Van Ness Avenue corridors, which are pivotal elements to the identity and character of the Tower District, are very much influenced by what happens to adjacent neighborhoods between Divisadero and the proposed Route 180 corridor. While these neighborhoods now present different, more challenging planning issues from those of Tower District neighborhoods north of Belmont Avenue, and while these neighborhoods are losing their historical roots and connection to the Tower District with construction of the proposed Route 180 Freeway, they remain viable for residential use because of the critical mass of the Tower District. Not surprisingly, given the development history of the overall Tower District area as Fresno's first streetcar suburb, these neighborhoods between Belmont Avenue and Divisadero Street contain as many, if not more, historic resources than comparable-sized areas elsewhere in the Tower District.

### ***Policy 1      Recognize that the land use character of Fulton Street and Van Ness Avenue is directly influenced by what happens in the Tower District north of the proposed Route 180 corridor, in the Central Area, and in adjacent neighborhoods.***

Intent: Land use policies for Fulton Street and Van Ness Avenue cannot be formulated in a vacuum. This major corridor serves as the principal southern gateway to the Tower District and also plays a critical role in maintaining the historical link between the Central Area and the Tower District.

### ***Policy 2      Recognize that neighborhoods to the west and east of Fulton Street, and Van Ness Avenue between the proposed Route 180 corridor and Divisadero Street, are historically related to the Tower District as well as to the Central Area.***

## GOALS, OBJECTIVES & POLICIES

Intent: The Tower District Specific Plan provides policy direction for the future development and use of the above-referenced neighborhood areas.

### GOAL II

#### CONSERVE AND ENHANCE EXISTING RESIDENTIAL NEIGHBORHOODS.

Intent: The Tower District is an older, predominantly residential area which is characterized by neighborhoods of architecturally significant buildings and landscaping. Some multi-family dwellings have been successfully integrated into single-family blocks. Many opportunities exist for new construction as well as rehabilitation, all within established development patterns.

#### Objective 1

##### **Stabilize neighborhoods to prevent any further loss or erosion of character-defining elements.**

Intent: Many of the neighborhoods of the Tower District are well maintained and show signs of significant reinvestment in terms of new landscaping and remodeling projects. In some cases, there have been land use conversions in accordance with existing zoning, but the changes, unfortunately, have resulted in less attractive appearances. For example, a house on a busy street is converted to an office or a store, and insensitive changes are made to the building or landscape areas around the building to accommodate new functions.

#### *Policy I*

##### ***Revise or eliminate land use or zoning designations which inhibit new economic activity and investment opportunities for the benefit of the Tower District.***

Intent: Zoning more land area for non-residential uses, or for a higher intensity of non-residential uses than can be accommodated by demand over a reasonable period of time, usually has a negative effect. Commercial development, for example, tends to be at the lowest economic level for the majority of the strip along a street overzoned for commercial uses. When a residentially developed street is rezoned to non-residential uses in response to increased traffic, especially in the absence of a strong local market demand for non-residential uses, the decline in property values can be accelerated from that attributable to the change in traffic levels. Rezoning may be appropriate when land uses fail to realize the corresponding zoning after a reasonable period of time. There are more than a few examples in the Tower District of good housing stock seriously compromised or virtually destroyed by additions

## GOALS, OBJECTIVES & POLICIES

to the front of the building for commercial use. Driveways are often widened to accommodate additional parking or increased automobile access. Too frequently, the new uses are of a marginal economic nature and the investment in converting the use of the property is less than adequate to provide any degree of quality for the changes that are made to the building. Surrounding property values are negatively affected and a general process of decline takes hold.

**Policy 2**      ***Designate historic districts to serve as "living" examples for maintaining quality and continuity, and the resources and overall character of neighborhoods.***

Intent: The Tower District contains buildings, objects and places which, both individually and collectively, are sufficiently distinctive to merit local recognition as historic districts. Public identification and recognition of historically significant areas and buildings is an essential component of the community development process for achieving stability and retaining quality in areas such as the Tower District.

**Policy 3**      ***Provide protection and maintenance, including replacement when necessary, of existing character-defining streetscape elements such as street lights, tree lawns and street trees.***

Intent: Over time, the demolition and loss of character defining, public sector elements such as street lights and street landscaping irreparably erode the cumulative value of a district or a place. Many Tower District neighborhoods are distinguished by a consistent pattern of street lights of a particular historic period, by mature street trees and gracious tree lawns. The Craftsman-style gateways along Van Ness Avenue are part of the cultural heritage of that street. Such elements are beyond the ability of care for individual property owners and are particularly vulnerable to abuse and/or neglect.

**Policy 4**      ***Develop design guidelines and a design review process for all new construction and exterior alterations, including modifications to doors and windows.***

Intent: Change is a natural part of the aging process of a neighborhood. The patina of years of use adds value to the physical character of a building or, collectively, of a street lined with buildings. Change which results in a loss of essential, character-defining elements can greatly diminish if not destroy the value and meaning of a place. Different generations of residents will leave their individual marks on the houses and businesses of the Tower District. Individual design decisions for

## GOALS, OBJECTIVES & POLICIES

alterations, additions and new construction need to be looked at by the City to insure that they are consistent with appropriate guidelines. The intent is to insure that the physical integrity of the Tower District will be maintained. There are enough examples of new buildings which violate established setbacks, or of alterations to houses which use inappropriate materials or which make inappropriate additions, to demonstrate that without the adoption and use of design guidelines, the historic character of the Tower District eventually will be lost.

***Policy 5      Establish a pro-active, effective code enforcement program for the Tower District to help maintain the character of its neighborhoods.***

Intent: A lack of regard for the appearance of public areas and of properties that front public areas is often an indication of reduced expectations for property value. Reduced expectations mean that economic reinvestment is less likely to occur, and that maintenance is more likely to be deferred with the result that a process of physical and economic decline is underway. Some ordinance violations, such as lawns used for parked cars, are observable in many neighborhoods of the Tower District and have the potential of creating or exacerbating existing blight. Code violations often are more difficult to identify, and specific determination may require scheduled inspections. Code enforcement does not necessitate an increase in property taxes.

***Policy 6      Reduce overconcentration of community care facilities (as defined in the California Health and Safety Code, Section 1502, except that facilities exempt under Health and Safety Code Section 1505, Subdivisions (d), (h), (i.), and (j) are included in the area.***

Intent: Overconcentration of community care facilities is not in the best interest of either the clients or the community. The clients, many of whom have some disability or other disadvantage, obtain services in a de facto ghetto rather than throughout the community. Community Care facilities, by their very nature, serve a constant stream of clients who come from all over the City or County, not just from the Tower District, and largely travel by car. Their visits to the facilities are brief and their contribution to the area's commercial business is minimal. Development standards should be adopted that would provide for appropriate minimum spacing requirements or other limitations such as the percentage of structures within an area. The development standards should be developed using community involvement, within one year

## GOALS, OBJECTIVES & POLICIES

from the date of adoption of the plan. During that one-year period, no special Permit (Conditional Use, Variance or Site Plan Review) or building Permit shall be granted or issued for new or relocated community care facilities.

**Policy 7**      ***Reduce overconcentration of boarding houses (as defined in the Municipal Code, City of Fresno) in the area.***

Intent: Overconcentration of boarding houses is not in the best interest of either the residents or the community. The residents, many of whom have some disability or other disadvantage, live a de facto ghetto rather than throughout the community. They are a transient residential population which has no incentive to preserve the character of the neighborhood. Development standards should be adopted that would provide for appropriate minimum spacing requirements or other limitations such as percentage of structures within an area. The development standards should be developed using community involvement within one year from the date of adoption of the plan. During that one-year period, a moratorium of licensing of boarding houses should be in place.

**Policy 8**      ***Existing legally nonconforming multiple family residential uses planned for medium density residential uses by the Tower District Specific Plan may be rezoned to reflect existing residential development without an accompanying plan amendment, provided that the rezoning is conditioned on the maintenance of the current use and no more than the existing number of dwelling units, and provided that the current structures are compatible with the physical character of other existing dwellings in the neighborhood and in the Tower District Specific Plan Area. The decision of the Director of the Development Department on matters of Specific Plan consistency shall be final.***

***Rezoning subject to this provision shall be reviewed by the Tower district Specific Plan Implementation Committee and the Tower district Design Review Committee. The recommendations of these committees shall be included in staff analysis for consideration by the Planning Commission and the City Council.***

Intent: The purpose of this provision is to forestall neighborhood deterioration by facilitating the conservation and maintenance of

## GOALS, OBJECTIVES & POLICIES

selected multiple family uses without allowing for their inappropriate expansion. Some legally nonconforming lower density multiple family uses co-exist in principally single family neighborhoods and are in physically compatible structures. Appropriate zoning status is needed so that owners may acquire financing to keep these structures in good repair. Appropriate zoning also facilitates resale.

### Objective 2

**Retain and expand the existing inventory of affordable housing in the Tower District.**

Intent: Currently there is a valuable inventory of housing stock in the Tower District. Older, multi-family apartment buildings are located predominantly along the historic streetcar routes and adjacent to the commercial core. There also are a number of multi-unit, court type developments throughout the district. In a number of cases, these multi-family buildings or clusters of buildings are located adjacent to or within a neighborhood of single-unit houses on individual parcels. The neighborhoods that comprise the Tower District also contain a range of housing sizes from small bungalows to large, two-story houses.

### Policy 1

***Maintain the existing number and character of multi-family units in the Tower District.***

Intent: The established compatibility of a mix of apartments and smaller houses in neighborhoods that include larger houses means that there is more opportunity to maintain a range of housing prices and units appropriate to a diverse population of household types and income levels.

### Policy 2

***Allow up to six-plex units on appropriate "density tolerant" sites, using design review to ensure compatibility with neighborhood context. "Density tolerant" infill sites include corners, busy streets, larger properties with increased opportunities for creative site planning and building design, and lots adjacent to permanent open space.***

Intent: There are numerous examples in the Tower District of multi-unit residential buildings which are difficult to distinguish from large single-family houses or which otherwise demonstrate that higher density, per se, is not a detriment to a high quality residential neighborhood. A corner location allows separate entries to be located on different streets, and the larger buildings actually help to anchor the corner so that there is better definition of neighborhood boundaries. Some of the older,

## GOALS, OBJECTIVES & POLICIES

multi-unit apartment buildings on Wishon Avenue create a more formal, urban character for this street between Hedges and McKinley Avenues, and provide a stronger edge to this busy street than would less dense development. These examples provide the best source for guidance to allow increased density where appropriate design solutions and site planning will not result in adverse impacts to adjacent, single-unit neighborhoods.

### **Policy 3**

***Revise or eliminate land use, building or zoning designations that inhibit mixed-use residential and commercial development within appropriate areas of the Tower District.***

Intent: Current City zoning provisions effectively separate residential uses from commercial uses and, under most categories, do not allow the integration of these two uses as a mixed-use development. There are several examples in the Tower District of non-residential uses incorporated within residential properties. The Fultonia, located on Fulton Street between Bremer and Belmont Avenues, is a particularly good illustration. Commercial uses are located at the front of the site and a residential court complex, as part of the same property, is located at the sides and back of the site. Such innovative mixes of compatible uses are currently precluded by City zoning. Certain zoning categories do not adequately describe recommended land uses specifically for types of neighborhood commercial areas, and zoning code modifications may be required. Finally, the State Historic Building Code should be utilized as an alternative when adherence to current building code requirements impose excessive and character destroying modifications to historic buildings.

### **Policy 4**

***Maintain and expand planned mixed-use commercial, office and residential development in Tower District shopping areas.***

Intent: Further integration of housing with commercial and office uses is a logical extension of the tradition of development found in neighborhood shopping areas of the Tower District, and is appropriate to conservation of the entire district.

### **Policy 5**

***Ensure that the overall size and character of the Tower District housing inventory is maintained.***

Intent: Where rezoning of a residential area has occurred, such as along Olive Avenue, a number of houses have been converted to commercial use. On Van Ness Avenue and Fulton Street between Belmont Avenue

## GOALS, OBJECTIVES & POLICIES

and Divisadero Street, the conversions have utilized only a portion of some of the houses due to their size. In many cases, well built, generously scaled houses are severely damaged and disfigured by the modifications. More intensive development of commercial areas will inevitably reduce the number of units in those areas. When approving projects that remove residential units, care must be exercised to add new units elsewhere within the district in order to maintain or increase the overall size of the housing stock inventory.

### GOAL III

#### **RESPECT AND FURTHER ENHANCE THE HISTORIC CHARACTER OF THE TOWER DISTRICT AS A PLACE NOT DOMINATED BY THE AUTOMOBILE.**

Intent: Historically, much of the Tower District developed as a streetcar suburb. Because of this development history, many parts of the district are scaled to the pedestrian. Excessive dependence upon the automobile in recent years has increased appreciation of the merits of more pedestrian-oriented neighborhoods close to neighborhood commercial areas, as represented by the Tower District.

#### Objective 1

##### **Support existing and promote new neighborhood-serving, pedestrian-oriented retail service businesses within the Tower District, following historic patterns of development.**

Intent: The mix of retail goods and services found on parts of Olive Avenue and, to a lesser degree in Van Ness Village, is still predominantly responsive to the needs of a neighborhood shopping market. With intensified retail activity of a specialized nature in the Tower District, it will be especially important to retain some degree of neighborhood serving uses.

#### Policy 1

##### ***Restrict opportunities for development of suburban-style, strip commercial uses.***

Intent: Many of the commercial and office uses on Olive Avenue outside the traditional center at Wishon and Van Ness, like many of those on Belmont Avenue and at major intersections throughout the Tower District, are developed as regional-serving, strip commercial uses which have little value to nearby residences and bear no relationship to the distinctive character of the Tower District.



## GOALS, OBJECTIVES & POLICIES

**Policy 2**      ***Strongly encourage and support pedestrian-oriented storefronts through appropriate use, design guidelines and development.***

Intent: Many of the storefronts of the Tower District are used for offices or for storage and other functions that do not welcome walk-in traffic. These storefronts are dead space in terms of the potential contribution they could make to a lively, pedestrian-oriented streetscape. They do not benefit retail businesses and are not conducive to street life. Frequent entries, display windows, and continuous, active retail uses along ground level frontage are essential to making street areas places where people want to walk, shop and just browse.

**Objective 2**      ***Make commercial areas a convenient, safe focal point for neighborhood activities and public life.***

Intent: Neighborhood commercial districts are a traditional gathering place for the people who live in nearby residential areas. They offer places where people can socialize on a casual basis without the commitments or planning that characterize most other social contacts in everyday life. Like downtowns, they also provide appropriate places for public events and celebrations. Unlike school yards and neighborhood streets, which are designed for more controlled uses, public places in commercial areas are pluralistic in their appeal and serve the public life of the community.

**Policy 1**      ***Ensure full access for mobility impaired persons in all parts of the Tower District, and especially in areas which are centers of public and community life.***

Intent: Full access through barrier-free design is an important consideration not only for those with recognized types of mobility impairment, but for all members of the community. If public areas, in particular, are to be true to their purpose, they must be fully accessible to all members of the community, and not just to those who can maneuver their way past all the potential barriers to access, as imposed by standard design solutions to level changes and separations between roadway and sidewalks. Federal law requires full access to particular kinds of facilities. The spirit of this legislation is to be applied to the design and retrofitting, in particular, of public areas within the Tower District to make access and use convenient and of a high quality.

**Policy 2**      ***Provide security measures to encourage both daytime and nighttime (after dark) activities.***

## GOALS, OBJECTIVES & POLICIES

Intent: Streetscape, site planning and building design are to be responsive to concerns for public security. Entry locations are to be visible from the street. Windows are to allow a maximum surveillance of street and shopfront activity. Streets where people can see each other are safer places. Public areas, parking lots, and structures are to be adequately illuminated. To provide open visibility from the street and residences is considered a more critical factor than is the level or intensity of light.

***Policy 3***      ***Provide streetscape elements, public plazas and open space to engender public activities and functions.***

Intent: Public open space in the Tower District is comprised almost entirely of street rights-of-way and school yards, both of which are designed for specialized uses that are not particularly supportive of public life, such as standing or sitting around and talking with neighbors. Today in the Tower District there are no places, in public and commercial areas, where people can meet one another through random encounters and congregate for informal social activities.

***Policy 4***      ***Develop a program of public events to take place in Tower District neighborhood shopping areas.***

Intent: Public plazas and open space offer opportunities for staging pleasant and interesting events that would be enjoyable and beneficial to both residents and merchants, for example, street fairs, food festivals, arts and crafts shows, and other types of benefits and promotional activities. The persons, places and events of the Tower District's history provide source material and inspiration for public celebrations.

**Objective 3**      **Develop and adopt a parking plan for the Tower District based on pedestrian-oriented standards for commercial and public uses.**

Intent: Much of the erosion to the historic fabric of the Tower District is a result of surface parking lots in the commercial districts. These lots create gaps between buildings, or occupy the frontage of newer commercial sites. Current parking standards for commercial use require a ratio of on-site parking that virtually mandates such patterns of site development and use. Without a parking plan which allows off-site locations for some or all of the required parking for a project, based on pedestrian-oriented standards, commercial development in the Tower District will continue to be of a strip commercial, suburban variety.

## GOALS, OBJECTIVES & POLICIES

### ***Policy 1***

#### ***Retain on-street parking in the Tower District.***

Intent: On-street parking has a benefit to a pedestrian-oriented shopping street beyond its value in adding to the available parking supply. It is a perceived convenience. As the competition for use of on-street spaces increases, people tend to browse more than one shop before departing. Parked cars along the edge of the sidewalk make pedestrians more comfortable when walking and shopping along a busy street.

### ***Policy 2***

#### ***Establish a parking district(s) to provide off-site parking for commercial development.***

Intent: Off-site parking for commercial development will reduce curb cuts and allow more pedestrian-oriented site planning and continuous retail frontage along shopping streets. A second consequence of off-site parking for commercial development is a more urban development pattern that is associated with town centers, as contrasted with the suburban pattern of shopping malls.

### ***Policy 3***

#### ***Eliminate and prevent on-site surface parking which fronts on major streets, and develop urban, in contrast to suburban, standards for provision of on-site parking.***

Intent: Much of the newer commercial development in the Tower District is built for drive-up convenience, with surface parking located along the major street frontage. It is a pattern which is encouraged by on-site parking requirements based on prototypes for more contemporary, suburban shopping centers rather than for smaller, pedestrian-oriented shopping streets in cities and urban places.

### ***Policy 4***

#### ***Discourage spill-over parking from large institutions into residential neighborhoods. Encourage the State Center Community College District to develop and implement a Master Parking Plan for Fresno City College. The Master Parking Plan shall be developed in cooperation with the City of Fresno Traffic Engineer.***

Intent: Fresno City College is essentially a commuter school, and there is a considerable amount of spill-over student parking onto nearby residential streets. To a lesser extent, students attending Fresno High School, and adult education classes at the Hamilton School, park on nearby residential streets. Residents of the impacted neighborhoods are

## **GOALS, OBJECTIVES & POLICIES**

forced to endure increased traffic, noise and frequent conflicts over their own use of the street for visitor parking and as open space.

### **Objective 4**

**Encourage development of public transportation alternatives for moving people to, from and within the Tower District.**

Intent: Large portions of the Tower District originally were developed as streetcar suburbs and were designed for ease of access to certain transit lines located in street rights-of-way which still exist, though the tracks have long since been removed. The overall street grid is designed so that there is a pattern of through streets at quarter-mile spacing in each direction. Certain of the through streets lead directly to nearby employment centers, such as downtown Fresno.

Individual blocks within the quarter-mile divisions were built out so that there are numerous "T" and skewed intersections, as well as some variation in block length, which create discreet neighborhoods. From these neighborhoods, it is always a short walk to one of the quarter-mile through streets, which makes the Tower District ideally designed for public transit.

### **GOAL IV**

**CONSERVE AND REVITALIZE THE TOWER DISTRICT'S HISTORIC AND ARCHITECTURAL RESOURCES.**

Intent: There are many indications that the architectural quality of the Tower District's historic and cultural resources are valued and are being maintained. The restoration of the Tower Theater and a number of fine homes along Van Ness Avenue, as well as of bungalows and other style houses in other neighborhoods, reflects a growing recognition by certain individuals that these resources merit substantial reinvestment. And yet there are other indications, particularly where blight has taken hold, where conflicting land uses exist, or where heavy traffic tends to dominate an area, that show certain significant resources are deteriorating beyond any chance of retention. The proposed Route 180 freeway project, for example, has caused the removal of historically-significant buildings in the southern portion of the Tower District. Low quality, strip commercial development on Olive Avenue has replaced some residences and creates an unattractive edge for others. Highway billboards have been allowed to be erected or to remain along Fulton and Divisadero Streets, and along Olive, Belmont, and Van Ness Avenues. Commercial signs and incompatible new office buildings have eroded the grand residential quality of Van Ness Avenue. Without establishment of a conservation and revitalization plan and set

## GOALS, OBJECTIVES & POLICIES

of programs, individual rehabilitation and revitalization projects will remain inadequate, given the precarious nature of many street and neighborhood areas found today in the Tower District.

### **Objective 1**

**Utilize urban conservation as the principal basis of land use, zoning and design review for the Tower District.**

Intent: Urban conservation is a way of thinking which can lead to a systematic understanding of a place. As a planning tool, urban conservation provides a tested, comprehensive approach for managing change within a framework of cultural and architectural resources. It balances new development interests and needs with the desire to retain existing significant resources. Urban conservation allows for change without losing continuity with the past.

### **Policy 1**

***Complete work on a comprehensive inventory of Tower District historic and architectural resources.***

Intent: Identification, documentation and maintenance of updated files of the historic and architectural resources of the Tower District is a top priority. The findings of the March, 1990 windshield survey need to be supplemented by research and additional documentation, and then formally and publicly recognized. Recognition can occur in different ways: publication of survey results as a brochure and/or walking tours; displays and exhibits at local libraries, schools and museums; and preparation and submission of nomination forms to list resources on the Local and National Register of Historic Places. This recognition is an essential part of a planning and development process utilized by many older communities throughout California and across the United States.

### **Policy 2**

***Prepare and publish a rehabilitation manual to address appropriate and inappropriate types of modifications to buildings and storefronts.***

Intent: Following identification and formal recognition of a community's significant built resources, it is then necessary to take a third step in the urban conservation planning process. That step is to develop new programs, and adopt measures which help both to retain such resources and to guide changes to them. As examples, these measures can consist of building and storefront revitalization programs, and use of design guidelines to assist investors, developers, architects, contractors, homeowners, and public agencies with preparation and review of building permit applications.

## GOALS, OBJECTIVES & POLICIES

### ***Policy 3***

***Recognize historical precedents for lot size and mixed patterns of density and development in planning for a greater utilization of land, buildings and other resources in the Tower District.***

Intent: Historical patterns which do not conform to contemporary standards but which have survived the test of time are important alternative prototypes which should not be casually disregarded. Older areas have accommodated different generations of use and, typically, are richer in innovative design solutions specific to particular conditions and functions. The lot sizes in the Tower District, for example, are small relative to more contemporary suburban subdivisions. However, the quality of architecture and adherence to uniform and generous front lawn setbacks result in an overall character and amenity of the residential streetscape which is often lacking in newer residential developments. Selective mixing of higher density residential development, often over time, allows superior utilization of land and infrastructure and contributes to the historic resources of the Tower District. Such precedents offer time-tested models for more resourceful site planning and urban design throughout the district, and even the City.

### **Objective 2**

**Establish historic districts to recognize and protect the Tower District's extraordinary inventory of significant architectural and historic resources.**

Intent: In addition to historic districts, the entire Tower District can be well served by adoption of urban conservation overlay districts. Overlay districts contain tailor-made provisions to supercede universal zoning requirements and other kinds of standards, and increasingly such overlay districts have become an accepted means of implementation.

## **GOAL V**

**MAINTAIN AND IMPROVE TOWER DISTRICT PUBLIC INFRASTRUCTURE CONSISTENT WITH LEVELS OF PUBLIC INVESTMENT IN NEWER PARTS OF THE CITY.**

Intent: As an older part of the City, the streets, alleyways, water and sewer lines, and other components of the Tower District's public infrastructure are showing signs of a need for more than routine maintenance. Judging from initial, windshield observations, there are streets that need to be repaved, streetlights that need repair, and alleys that need to be resurfaced. There is unrepaired damage to guardrails along streets at some of the Dry Creek culverts. Water and sewer lines currently are not identified as being in need of upgrading; but, given their age, it is not unrealistic to expect a coming need to make focused

## GOALS, OBJECTIVES & POLICIES

repairs and improvements. Public reinvestment in the infrastructure of the Tower District is required in order to continue high quality service to a stable, built out area. Street widening or realignments are not appropriate. Rather, the goal is to give the Tower District equal place among other districts in the City and to recognize that the City has a responsibility to all of its taxpayers for planned reinvestment in older districts.

### **Objective 1**

**Repair, resurface and maintain public streets and alleys.**

Intent: Deferred maintenance of streets and alleys only leads to the need for more expensive repairs in the future.

#### ***Policy 1***

***Establish an improvements and maintenance program and budget for the Tower District.***

Intent: Following a study of the actual conditions of public infrastructure in the Tower District, an improvements and maintenance program can be developed that allows the City to maintain the level of services which residents deserve.

#### ***Policy 2***

***Prioritize improvements to address the most neglected areas of the Tower District for initial projects.***

Intent: Recognizing that there is always more to be done than there are resources immediately available, the prioritization of infrastructure improvements and maintenance projects allows the most serious problems to be corrected first.

### **Objective 2**

**Repair, maintain and enhance public areas within street rights-of-way, including sidewalks, tree lawns and street lights.**

Intent: The landscape and sidewalk areas of public street rights-of-way contain many of the character defining elements of the Tower District, including street lights, mature trees and lawn plantings. These features constitute one of the strongest open space frameworks of the district, and therefore, their maintenance is essential.

#### ***Policy 1***

***Conserve mature street trees, maintain tree lawns, and retain and refurbish existing streetlights through a replacement and retrofit program.***

## GOALS, OBJECTIVES & POLICIES

Intent: The City has conducted a comprehensive street tree inventory, and adopted a tree preservation ordinance in order to conserve street trees. Tree lawn maintenance is a simple but highly effective way to influence the appearance of the street. The Tower District streetlights are one of the most distinctive features of the streetscape. Without a City replacement and retrofit program, which includes maintaining a stockpile of parts, they can be lost over time through unaddressed damage or through unnecessary removal.

### ***Policy 2***

***Maintain and improve alleys to provide access to garages, rear yards and trash collection containers.***

Intent: Alleys are another valuable resource for the Tower District. In many cases they provide service access to parcels, which allows streets to be more attractive by minimizing curb cuts and by providing more opportunities for uninterrupted street tree planting and tree lawn landscaping. Trash collection is a less visible element of the streetscape. In some cases alleys may no longer be viable for various reasons, and keeping them open as public rights of way may need to be reconsidered. In no case, however, should there be a general policy for the abandonment of alleyways.

### ***Objective 3***

***Initiate projects which help to mitigate adverse impacts resulting from regional circulation improvements.***

Intent: Through traffic is heavy enough in portions of the Tower District to adversely impact adjacent neighborhoods. Noise levels increase for periods of time, and air quality also suffers. There is increased concern for the safety of children and other pedestrians who use crosswalks on such streets, many of which are adjacent to school play yards and playing fields. The proposed Route 180 freeway is a project initiated by regional traffic considerations which has the real potential to significantly lower the quality of life for adjacent Tower District neighborhoods. Public improvements designed to address the adverse effects of urban freeways can help to stabilize such areas by offsetting or lessening the decline of property values.

### ***Policy 1***

***Develop landscape improvement programs for streets to prevent adverse impacts on adjacent residential properties and neighborhoods.***

Intent: Residential properties along higher volume, through streets in the Tower District, such as McKinley, Clinton and Palm Avenues, would



## GOALS, OBJECTIVES & POLICIES

benefit from a higher level of street landscaping than is characteristic of the more local serving streets. The loss of on-street parking on busy streets increases the exposure of residential frontage to fast moving cars and noise. In some blocks, traffic solutions today preclude the planting and maintenance of street trees. Landscape buffers such as large street trees, double tree rows where possible, shrubs and low hedges, landscaped fences, and other specific landscape design solutions that help put an edge to the street are appropriate for consideration.

### ***Policy 2***

***Where possible and desirable, develop public improvement projects which clearly separate and "buffer" residential neighborhoods from strip commercial uses.***

Intent: Strip commercial development along Blackstone Avenue backs onto Tower District residential neighborhoods and creates a number of adverse conditions, including unsightly parking lots and service areas adjacent to backyards, and increased traffic on neighborhood streets. Site development standards alone are not sufficient to protect homeowners from the range of problems and spillover effects created by such adjacencies. Public improvement projects provide a scale of design which can create a rational and functional edge under such conditions.

## **GOAL VI**

### **PROVIDE NEW PLAZA, PARK AND OPEN SPACE AREAS.**

Intent: Existing public open space in the Tower District is limited almost exclusively to school sites and streets. Additional open space is needed to provide for the diverse public life of the district.

### **Objective 1**

**Recognize natural and man-made opportunities for creating new public open spaces.**

Intent: As a built out district, opportunities for additional open space are limited and often modest. The school sites presently provide for most of the active recreational requirements of the district neighborhoods. Many of the subtle variations in the street grid make the inner streets of the neighborhoods relatively quiet. The neighborhood streets serve well as gathering places for people, as well as places for cars. What is needed is a more diverse range of open space, such as small, neighborhood "tot lots" and well designed public plazas for casual, inter-neighborhood socializing. There are vacant sites which could be publicly acquired and which would not require a loss of

## GOALS, OBJECTIVES & POLICIES

housing. Dry Creek is a natural feature of the district whose potential as open space is grossly wasted and underutilized. The proposed Route 180 project will create remnant parcels that may have open space potential, and the freeway berms and structure will be a landscape challenge that needs to be recognized and addressed as a very major public area landscape improvement project.

### ***Policy 1***

***Develop a clean-up action program for Dry Creek, together with a landscape improvements plan.***

Intent: Dry Creek is fenced as a public safety measure. Much of its length through the Tower District is accessible only to adjacent properties. Portions of the creek are unkempt and are littered with trash and debris. A clean up program and landscape improvement plans are needed to fully realize the public open space opportunities which Dry Creek offers for the Tower District. Some individual property owners already understand its potential and have built decks or landscaped back or front yards which are greatly enhanced by visual access and enjoyment of the creek.

### ***Policy 2***

***Obtain heavily impacted parcels within and adjacent to the proposed Route 180 corridor for use as open space.***

Intent: In addition to remnant parcels which are part of acquisitions for the proposed Route 180 project, other parcels adjacent to the freeway corridor may be precluded from any reasonable use and, therefore, could be developed by the City as part of an open space landscape buffer. Caltrans landscape improvements for the freeway and interchanges can be made more effective and will be of greater benefit to Tower District neighborhoods if they are designed according to a public area improvements plan for the corridor.

### ***Objective 2***

***Recognize the need for public places within the immediate Tower theater commercial area.***

Intent: At present there is no real public place appropriate to the status of the Tower Theater commercial area as the central shopping district and perceived center for Tower District neighborhoods. A well designed, public space where people can meet on a casual basis, exchange ideas, lobby for causes, eat a lunch or snack, or enjoy an impromptu performance would greatly benefit the quality of life of the entire district.

## GOALS, OBJECTIVES & POLICIES

**Policy 1**      *Develop attractive public places where people can sit down and relax.*

Intent: In addition to improvements to sidewalk streetscapes that provide a higher level of pedestrian amenity, a strategically appropriate public plaza is to be provided in the central commercial area of the Tower District. This public plaza is to build upon the identity which the Tower Theater gives the district as a specific place within the City, and is to be a zone which adds diversity and creates a public, physical center for the district.

**Policy 2**      *Retrofit existing parking lots with landscaping and shade trees.*

Intent: Surface parking lots add unnecessary harshness to the urban design character of the Tower District. A program to retrofit existing parking lots with appropriately designed landscaping and shade trees would improve the overall visual quality of the district, reduce reflected heat, shade parked cars, and make secondary use of the lots more amenable for use as open space.

**Objective 3**      **Obtain the assistance of the City's Park and Recreation Department to implement programs and measures which increase and enhance public open space areas and amenities in the Tower District.**

**Policy 1**      *Acquire, develop, and maintain open space and park lands according to the policies and standards adopted in the Parks and Recreation Master Plan.*

**Policy 2**      *Cooperate with other public and private agencies in providing park and recreation facilities.*

**Policy 3**      *Complete landscaping of all major streets (median islands and buffer strips) and planting street trees to maintain uniformity with plan areas.*

**Policy 4**      *Seek Federal and State funding to provide transportation mitigation and environmental enhancement along major transportation facilities (i.e., Highway 180).*

## GOALS, OBJECTIVES & POLICIES

- Policy 5*      *Pursue the acquisition and maintenance of park lands and streetscape landscaping through the Landscaping Maintenance Benefit Assessment District.*
- Policy 6*      *Work with Fresno Irrigation District to visually improve Dry Creek Canal and pursue the development of a safe trail system for expanded leisure opportunities.*
- Policy 7*      *Continue to work with the Fresno Unified School District to improve the capability for utilizing District open space for passive and active recreational and leisure opportunities by adding landscaping, lighting, picnic facilities, and other appropriate amenities to extend the hours of use.*
- Policy 8*      *Recognize mini parks as a special need in areas which lack neighborhood parks and pursue all potential revenue/sources to acquire and develop sites. The locations of mini parks should be accessible and compatible with surrounding neighborhoods.*
- Policy 9*      *Work with the State Department of Transportation to ensure that remnant parcels and berms are landscaped to act as buffers and improve the visual appearance to prevent neighborhood blight.*

## **3.0 CONSERVATION**



## CONSERVATION

### 3.1 SURVEY OF HISTORIC RESOURCES

A survey of historic resources was conducted for this Specific Plan in order to generate two primary products relating to the historical character of the Tower District: first, a comprehensive catalogue of the area's individual structures and landscape features, assessed for their relative historical importance; and second, a set of recommended historic districts, or historically-significant ensembles of structures within the Tower District as a whole. These two products are intended to give the goals of conservation and revitalization a solid grounding in empirical evidence. Given the scale of the task and the size of the budget, the consultants determined that this evidence would derive from a thorough "windshield survey" or visual inspection (generally from within a car) of every property within the District. This survey work was accomplished in two periods of field activity, totalling ten days in length, and then was reviewed in a final visit of three days duration. The first two site visits were made by an architectural historian and an urban designer with expertise in urban conservation. They were joined on the third visit by an architect who specializes in the assessment and restoration of historic buildings.

Each structure in the District deemed to possess significance (with limited exceptions, described below) was recorded on Assessor's block and lot maps provided by the City. In order to interpret these annotated maps, the reader needs to know two simple codes: a letter code and a color code. The letter code, explained below, describes the original use or type of the building (as closely as such can be determined), the number of stories and, where stylistic details are prominent and identifiable, the approximate style of the building. The letter code is also used to list other man-made features of note - specifically landscaping, public works, signage and street furniture.

#### A. Letter Code Building Type

R - Residence. Describes single-family dwellings, with the exception of bungalows and shotgun houses (see below).

B - Bungalow. This is a loose designation, describing a residence distinguished by its size (one-story, compact floor plan) and its appearance (overhanging eaves, a porch projecting in front of a part or all of the front facade, which is either unadorned or features some variation of Craftsman-style details in its external woodwork). Bungalows are not, strictly speaking, a building type, and they were not necessarily conceived of, at the time of their construction, as being different from other small residences. However, because they form such a prominent part of the architectural fabric of the Tower District, they have been singled out as a separate category for the purposes of this survey.

## CONSERVATION

Apt. - Apartment: Any building with more than two units, no one of which is notably larger or more prominent than the other.

R/Apt. - A residence designed to include one or more secondary units apparently used for rental purposes.

Dup. - Duplex: A building with two units.

Ct. - Court: A complex of several similar or identical buildings arranged systematically on a common lot, usually around a central courtyard.

Sh. - Shotgun: A one-story, one-room-wide house which extends back from the street. Like the bungalow, the shotgun is actually a notable variant of the residence, rather than a fully separate building type.

C - Commercial or store building

O - Office Building

Auto - A building intended specifically for the service of automobiles; usually a gas station.

Ind. - Industrial Building

Wh - Warehouse

Ut. - Utility: For example, an electrical substation

Rel. - Religious Building, normally a church

Sch. - School

Th. - Theater

Mo. - Motel

OB - Outbuilding: A small service structure subsidiary to a larger building on the same lot. Unless particularly noteworthy, garages are not included as outbuildings.

### **Other Built Features (listed selectively)**

LS - Landscaping: Most often refers to landscaped medians, tree lawns, or to notably fine, mature yard plantings.

P.Wk. - Public Works: Bridges, aqueducts, water towers, etc.

Sn. - Sign

SF - Street Furniture: Usually street lights; also includes miscellaneous features of note such as hitching posts or subdivision gateways.



# CONSERVATION

## Stories

The number of stories is listed in parentheses after the building type abbreviation. This number does not include attic or high basement spaces unless they were clearly intended as habitable rooms. In cases where a small portion of the building rises higher than the rest, this portion is counted as a half (1/2) story.

## Style

Cl. - Classical: A building distinguished by its use of details based in Greek, Roman, or Renaissance architecture. Most often found in buildings dating prior to World War I.

Cr. - Craftsman: Used for those late-nineteenth and early-twentieth century residences that feature noteworthy detailing, typically in their woodwork, that evokes both Asian and rural European design. Named for the design principles championed in Gustave Stickley's influential Craftsman magazine.

PS - Prairie Style: A loose term implying similarity to the works of Frank Lloyd Wright and his Midwestern contemporaries, prior to c.1920. Typically includes unadorned, stucco wall surfaces, flat roofs with broad eaves, and design details not unlike those of the Craftsman style.

PR - Period Revival: Any of a number of the eclectic styles adapted for American residential architecture, particularly during the 1920s, but continuing to the present day. In the Tower District, "PR" buildings are most often simplified, loose evocations of late-medieval cottages, although one also finds suggestions of everything from French chateaux to Georgian mansions to Indian pueblos.

Med. - Mediterranean: One strain of Period Revival architecture, singled out here for the frequency with which it was used by the district's builders. Refers collectively to a variety of design motifs that might alternately be labeled "Mission Revival," "Spanish Colonial," "Monterey Style," or "Tuscan" - especially red tile roofs and light stucco walls with Baroque detailing.

Mod. - Moderne: The self-consciously "modern" architecture that appeared principally in the 1930s. Typified by smooth, unadorned exteriors, industrial-sash windows (often placed on the corners of the building), flat roofs, and rounded or "streamlined" edges.

PW - Postwar: A generic term used to apply to those buildings dating from later than 1945 that were considered sufficiently noteworthy to include in the survey.

## *Examples*

R(1 1/2)Cr. - A Craftsman-style home with a small second story.

## CONSERVATION

C(1)PW - A postwar commercial building.

Ct.(1/2)Mod/Med - A court that includes some one-story and some two-story structures, featuring elements of both Moderne and Mediterranean styling.

### B. Color Code

The annotated Assessor's block and lot maps list structures and other resources in one of three colors: red, green, or black. The color indicates the historical significance of the building or landscape feature, as determined by the surveyors. Roughly speaking, red refers to structures of primary importance, green to structures of contributory importance, and black to structures that either are compromised by alteration or would require further research in order to more properly assess their significance.

Because of the survey technique, these assessments were based principally on visual analysis. However, the surveyors made an effort to expand their focus beyond what might be called the "aesthetic quality" judgments that usually characterize such an approach. Traditionally, visual architectural surveys have rated highly only those buildings that are pure or rare examples of particular styles deemed historically important. Examples of "vernacular," unprofessional design, or structures that do not conform to academically accepted standards of stylistic purity have, in this way, been considered less important and relegated to a lower rating. But the Tower District survey proceeds from the assumption that buildings do not stand alone, like paintings in a museum; they must be considered in light of the life that carries on within and around them. Within the obvious limits of the windshield survey method, the surveyors set out to specify not only those buildings that are important from a stylistic viewpoint, but also those buildings that represent important building types, unique examples of interesting construction techniques, or important aspects of a neighborhood's growth. They also included crucial non-architectural elements that enrich the overall character of the District.

The three color ratings are explained in further detail below:

#### *Red*

"Red," or primary, structures make up by far the smallest of the three color groups. These structures are, from the standpoint of this survey, the most important individual elements within the District. Given that basic criterion, the red group is heavily weighted with buildings that were originally intended by their designers to stand out prominently - therefore, it includes a disproportionate number of large, architect-designed homes. However, because of the broad focus of this survey, the range of reds also includes commercial buildings, gas

## CONSERVATION

stations, simple cottages, and even advertising signs. These objects all share a singularity of design and a prominence in the urban landscape; in addition, they remain entirely or substantially in their original condition, without significant additions or alterations to their site. Each is listed on the Assessor's maps with an estimated date of construction. "Red" structures are considered potentially eligible for listing on the National Register of Historic Places.

### *Green*

A comparatively large number of structures in the survey area have been rated "green," or contributory. This broad category includes all of those buildings and landscape features that appear substantially to be in their original condition. There is a great deal of variation within this group as to design quality, type, use and size. Considered as a group, the "greens" are the most important component of the survey, for they make up the bulk of the physical fabric of the neighborhood and give to the Tower District the distinctive qualities that make this a successful urban area. Taken individually, however, they do not exhibit the same distinctiveness that typifies red-rated resources.

### *Black*

Most "black"-rated structures have received some alteration or renovation - perhaps total, perhaps relatively minor - that compromises their original composition, materials, or design. As a general rule, the simpler the building's overall design, the more likely it is to be adversely affected if small changes are made. Thus, a plain, unadorned bungalow with a new, solid-panel front door or aluminum window sash is likely to be labeled black; while the same alterations on a more elaborate bungalow full of Craftsman-style detail are less detrimental to the overall integrity of the facade and might not affect the building's "green" rating. Judgments about alterations have adhered to a fairly strict standard of integrity, similar to that required for listing on the National Register. They do not apply, however, to buildings that are simply in poor repair - so long as that condition does not obscure the building's original composition, materials, or design. A small number of "black" structures are so rated because they present questions - about their original use or appearance - that could not be answered in the course of the survey. These structures would require further research before their ratings could be reconsidered.

### **C. Unlisted Structures**

Buildings nominated to the National Register must, in almost all cases, be at least 50 years old, and the surveyors have made an effort to take a look at every structure that falls, or will soon fall, into that category. The annotated Assessor's parcel maps list all buildings that appear to have been built prior to 1945, as well as a number of more recent structures

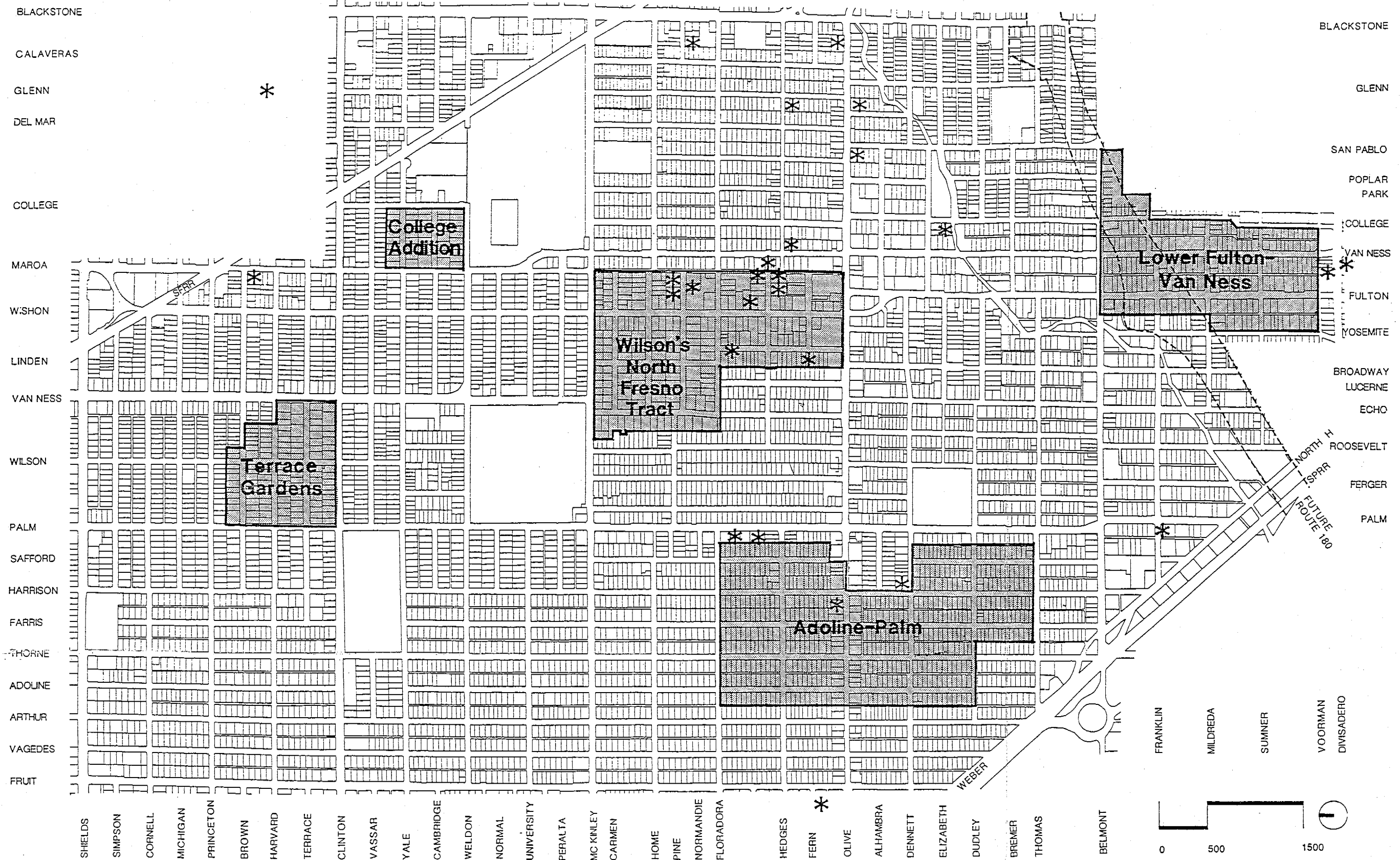
## CONSERVATION

that are of historic value. Included in this latter group are the commercial structures that proliferated throughout the District after the Second World War, many of the area's "courts" (see Historic District descriptions below), and a highly select number of residences, dating from the late 1940's through the early 1960's, that were chosen for their especially strong design features. It is unlikely that any building dating from later than 1965 is included in the survey. The task of documenting all of the Tower District's postwar structures - particularly on those residential blocks that are in essence the latter-day equivalents of early twentieth century bungalow streets - must rest with future survey activity.

### D. Limitations of the Survey Method


The windshield survey technique has a number of obvious advantages for producing a comprehensive inventory of the district's historic resources. However, it also is important to bear in mind the specific limitations of this technique. First, since it relies on visual information, the survey cannot pick up all of those structures whose historical import rests in such "invisible" features as the identity of an earlier resident, or a link to a particularly notable event. The surveyors have tried to offset this disadvantage by referring to already-drafted California Historic Resource Inventory forms, where they exist, and by reviewing local historical source materials available in the Fresno County Library. Nevertheless, more archival research in the future unquestionably would add to the effectiveness of the survey evaluations. Second, the visual information that was gathered is necessarily limited and subject to a margin of human error. A house with alterations on its street facade might therefore be listed as a "black," whereas a house whose even more extensive remodeling is invisible from the street might be rated "green." In cases where it was unclear whether or not alterations had been made (as, for example, in those houses where a dark iron-mesh screen door obscures the actual front door), the surveyors proceeded on the supposition that the structure remains in its original condition. Third, and most important, the windshield survey may lead to the impression that some buildings are inherently "better" or more important than others. Instead, the ratings that appear on the Assessor's maps should be seen as the considered opinions of particular individuals, with particular values and expertise, at a particular point in time.

Finally, it is important to remember that each of the thousands of evaluations made in this survey is made within the context of an already strong, historically significant urban neighborhood. The Tower District is, itself, a large "historic district"; its significance derives not just from a few "red" structures but from the entire ensemble of buildings and streets within its boundaries. The fact that this survey is designed to identify and assess individual structures must not be seen as lessening



# LEGEND

 Historic District

 Thematic Group

## TOWER DISTRICT Historic Districts

Figure 3-1  
Wallace Roberts & Todd



## CONSERVATION

the district's fundamental historical importance: this is an extensive, intact example of the architectural and social diversity that typified the early 20th-century American city.

### 3.2 HISTORIC DISTRICTS & STATEMENTS OF SIGNIFICANCE

The Tower District survey of historic resources proceeded from a basic assumption: that the buildings and other man-made features of any city are important not just for their individual qualities but for the way that they work together in the larger urban landscape. One way to understand this broader function of architecture is to look at particular areas, or particular groups of buildings, which illustrate significant development histories and patterns of neighborhood life. In the course of the survey, the consultants delineated six districts which, taken together, represent a cross-section of the Tower District's architectural resources and illustrate a number of important aspects of its history. Several historic districts are determined by the boundaries of some of the Tower District's original subdivisions. Within such districts it is possible to experience a great deal of architectural variety. Other historic districts cross over subdivision lines, and are unified instead by their concentration of structures representing a distinct building type or a unique facet of urban growth. One district - the Courts Thematic Group - is defined not by a contiguous geographical area but by the common features of a number of buildings scattered throughout the Tower District. Each of these historic districts can be seen as a kind of distilled essence of a significant aspect of the Tower District's resources and evolutionary growth. A rather detailed description of three of the larger and more complex districts is provided first; the remaining three are briefly described thereafter.

#### Lower Fulton - Van Ness District

In 1902, the Fresno City Railway Company opened its Fortcamp Avenue line, thereby tying the newer suburban additions north of town to the original Fresno city grid. The streetcar did not in itself initiate growth in the blocks between Divisadero St. and Belmont Ave., (subdivision activity in this area dated back to Samuel Griffith's "Griffith" and "Park" Additions in the 1880s), but it did serve to engender a building boom there that continued at least until the advent of the First World War.

The Lower Fulton-Van Ness District, in spite of the toll taken by recent State-sponsored land clearance, continues to possess an outstanding collection of late 19th- and early 20th- century housing types ranging from two-room cottages to some of Fresno's best-known mansions. Additionally, it is a vitally important reminder of the link between the original City of Fresno and its outlying neighborhoods to the north.

## CONSERVATION

Forthcamp Avenue was later renamed North Fulton; together with North Van Ness Avenue, it became the site of a number of substantial homes in the early years of this century - including the residences of men like A.G. Wishon, president of the San Joaquin Electric Company and Director of the streetcar line (340 North Fulton), and Eugene Risley, City Attorney and Superior Court Judge (243 North Van Ness). These houses range in style from the late Greek Revival of the Wishon home to the rambling Craftsman informality of the house at 242 North Fulton. In only a few other parts of Fresno can one find such a concentrated legacy of the city's turn-of-the-century prosperity.

Also evident on these two streets is the early appearance of one of the hallmarks of the Tower District: the close, successful integration of small-scale, suburban residential development with more intensive, urban land uses. The prestigious, expensive corner lots that fronted on the streetcar line were sometimes put to a more intensive (and more remunerative) use: in at least one case (270 North Fulton), a home was designed to include both a principal residence and an adjacent unit (presumably meant for rental); in another (170-182 North Fulton), the developer erected one of the first (and stylistically most elaborate) of the four-unit apartment buildings typical of the Tower District; a somewhat later development saw construction of the Sample Sanitorium at the corner of North Fulton Street and East Mildreda Avenue. In each of these cases, architects or builders addressed the problem of escalating land values within a high-status residential district; and, in each case, their architectural solution to the problem was compatible with the character of surrounding single-family residences.

Fulton Street and Van Ness Avenue were always perceived as especially distinctive, visible streets in the northward extension of Fresno. The City understood this, and eventually adorned the lower blocks of Fulton with the rows of deodar cedars that remain to this day. These trees unified the landscape and served, as they still do, to impart a grand visual character to this street and the surrounding area. They were enhanced by the decorative streetlight standards, once found throughout the Tower District, that now remain only here and in isolated portions of a few other neighborhoods.

But the Lower Fulton-Van Ness District is as important for the many blocks that surround its namesake streets as it is for those two thoroughfares. By the time that the Forthcamp Avenue line opened, many American cities had already begun to show signs of the social segregation that is so common today - with large, isolated areas inhabited primarily by members of one or another social class. In the young City of Fresno, however, urban growth was still a fluid phenomenon. Nowhere is this clearer than in the blocks around North



## CONSERVATION

Fulton and North Van Ness. On streets like N. Yosemite and N. College - just a block from the homes of families like Wishon - small, single-story residences were erected for families of modest means. These streets include some of the Tower District's earliest bungalows - sometimes erected several at a time by speculative builders - as well as several highly important and unusual structures: a board-and-batten cottage at the southeast corner of North College and East McKenzie Avenues (the only example in the District of this distinctive mid to late 19th-century construction type); and the house at 171 North College, which is notable as one of only a few remaining buildings in the area that are built from precast concrete blocks, molded to resemble rough-hewn stones. In the northeast corner of this historic district are two more distinctive buildings that contribute to the area's character: the barnlike commercial structure at 1212 East Belmont Avenue (possibly built as a mortuary) that attests to this street's early importance as a thoroughfare for horse-drawn vehicles; and the house at 486 North Poplar Avenue - a rare example in the Tower District of that popular excess of ornamental millwork now known under the general rubric of "Victorian" architecture. This last house is also notable, incidentally, for its two garages - one of which appears to have been built at the time of the house itself, and the other of which was built, later, of concrete blocks similar to those used in the 171 North College residence.

The boundaries of this historic district are determined in part by the boundaries of the area that was surveyed. West of Yosemite and - more strikingly - east of College, are other early bungalows, Victorian homes (at least one of which is on the State Historic Resources Inventory) and, in one case (441 North Poplar Avenue), a rare, two-room house with a rear ell - far more typical, in its plan, of rural folk houses than of anything one expects to find today in a major California city. In short, there are other blocks that capture the architectural variety and the historical importance of this very significant district, and the district will be stronger if there is, eventually, a way to include these related blocks within its boundaries.

The Lower Fulton-Van Ness area is a valuable remnant, in Fresno, of the city's growth beyond the preset boundaries of a railroad company-town. Where the city had once consisted only of a limited street grid surrounded by "colonies," or subdivided farm plots, this vital area reflected the population growth and the economic diversification that had begun to make Fresno a real city before the turn of the century. Its close mix of house types set a precedent for the Tower District as a whole, and the beautification of North Fulton Street presaged similar, grander efforts on Kearney and Huntington Boulevards - as well as on

## CONSERVATION

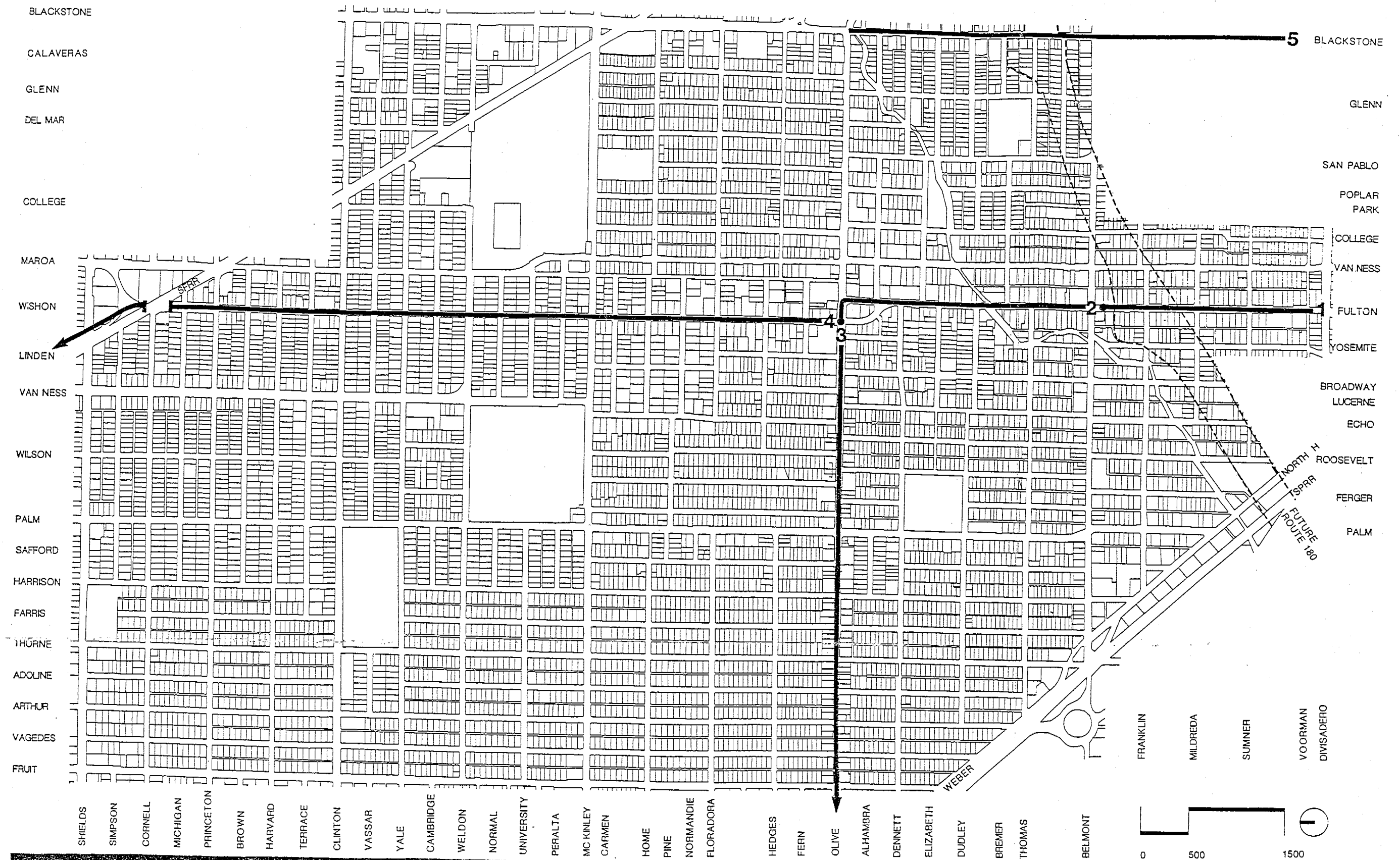
the upper reaches of Van Ness - in years to come. Most important, the Lower Fulton-Van Ness District contains an unmatched variety of Fresno's turn-of-the-century residential architecture.

### **Wilson's North Fresno Tract**

George D. Wilson's North Fresno Tract is an 18-block area in the geographical heart of the Tower District. Anchored on its southeastern corner by the landmark Tower Theater, this subdivision includes a high percentage of the primary structures identified in the survey, and captures the essence of what many Fresnoans think of as the unique qualities of the district as a whole. In the context of American urban history, the North Fresno Tract is a fine example of an inner suburban neighborhood whose physical fabric, still intact, evolved incrementally from the streetcar era through the postwar years.

Although this addition was dedicated in 1908 (shortly after the Forthcamp Avenue streetcar line was opened as far north as Olive Avenue), widespread development did not take place in the area until later. The extent of Fresno's northward spread was largely limited, at the time of Wilson's dedication, to the land south of Belmont, although a few homebuilders had begun to venture north toward Olive. The opening, in 1912, of the Roeding line, which stretched west on Olive from Fulton to Roeding Park, helped to make development feasible in the southern portion of the Tract. Two years later, the Wishon Avenue line was opened all the way through the neighborhood; Wilson's original property was now well-served by two transportation routes that offered ready access to downtown, and development began in earnest. These streetcar links, augmented by automobile traffic, would prove essential to the growth of the North Fresno Tract; for from the start, this was a neighborhood that offered residential comforts and secondary commercial services, but still depended on a close connection with the offices, governmental functions, and primary shopping/commercial amenities of downtown.

Much of the neighborhood's early residential development came in the form of modest bungalows, similar to those being built elsewhere in the Tower District. These homes, scattered throughout the Tract, are most evident in the blocks just north of Olive. The most distinctive of the early bungalows, however, is the home at the southeast corner of East Pine and North Linden Avenues built for William Mosgrove in 1910. This unique residence, unlike most bungalows, was custom built as a single house for a specific client, and still stands on a large lot that evokes its original isolation, far north of what was the settled part of Fresno.



## LEGEND

- |   |                                 |   |                    |
|---|---------------------------------|---|--------------------|
| 1 | Forthcamp Avenue Line (1902)    | 4 | Wishon Line (1914) |
| 2 | Forthcamp Avenue Line (c. 1908) | 5 | Blackstone Line    |
| 3 | Roeding Line (1912)             |   |                    |

## TOWER DISTRICT Street Car Lines

Figure 3-2  
Wallace Roberts & Todd



## CONSERVATION

On the blocks around the Mosgrove home - from North Echo Avenue east to North Wishon, between East Floradora and East Carmen Avenues - Wilson laid out wide lots, intended as substantial home sites. These lots, improved primarily in the 1920s, saw the erection of some of the finest Period Revival homes in Fresno. The stretch of homes along the west side of North Echo is a particularly noteworthy ensemble. This sub-area provides an interesting counterpart to the earlier generation of large homes that stretched along Fulton and Van Ness: aside from the obvious stylistic differences evident in the later homes, there is also a clear transition to be seen between the "public" quality of the early residences, which front proudly on thoroughfares traversed daily by hundreds or thousands of people, and the deliberate seclusion of the later homes, built on small streets intended only for local traffic. This contrast is emblematic of the growing desire for seclusion in wealthier suburban neighborhoods, as American cities became increasingly divided along social lines in the 20th century.

Nevertheless, the North Fresno Tract was close enough to the city that it developed at a denser, more urban scale than the typical suburban neighborhood of the same period. In residential architecture, the integration of multi-family and single-family buildings, begun tentatively in the Lower Fulton-Van Ness area, continued on and around the major thoroughfares of Wilson's addition. The four-unit apartment block, which offered the homelike amenity of a private entry and balcony to each of its units, gained popularity here through the 1910's and 1920's. Larger multi-family buildings were also, in several instances, successfully introduced into the Tract's residential blocks. The Nelsen Apartment building actually stands just east of North Maroa Avenue, but it plays an important visual part within the Tract, since it acts as an understated, but effective, terminus to the low scale of East Carmen Avenue. It is also, with the Osage Apartments at Broadway and Belmont, significant as the only full-scale apartment house in the Tower District. In 1939, the freely-adapted French-chateau-styled building at the southeast corner of North Wishon and East Home Avenues (which features apartments with separate entries) was designed in a way that simultaneously met the demands of its large, valuable site and achieved compatibility with the residential scale and stylistic pretensions of the surrounding blocks. A good example of typical postwar apartment development in California is the building at 858 East Carmen Avenue, which features separate units arrayed along two levels of outdoor walkways, beneath which an open area divided by simple wood partitions offers shelter for each tenant's car. The final example of the Tract's high-density housing that deserves mention in this brief review is the Tower Village, an exceptional court complex, described separately in the Courts Thematic Group section of this report.

## CONSERVATION

The other facet of the North Fresno Tract's somewhat urbanized development is, of course, its commercial architecture, which is centered chiefly around the major intersection of Olive and Wishon. Some of the storefront buildings in this area date from the streetcar era (for example, the stores at 845-61 East Fern Avenue); however, little remains of the original design of most of these earlier structures. Instead, they tended to be re-faced - or replaced - in the flush of commercial success that surrounded the 1939 opening of the Tower Theater, which, historically, stands out as one of the single most important structures in the Tower District. The transformation of the strategic northwest corner of Olive and Wishon from a public playground (donated for the City's use by the owner of the property, A. Emory Wishon) to the site of one of the most prominent buildings in Fresno, signalled the coming-of-age of the Tower District as a commercial center, and helped to guarantee its vitality in the following generation. Ironically, this boost came just as the Olive and Wishon streetcar lines - ventures once directed by Wishon's father and vital contributors to the neighborhood's earlier growth and character - were being removed to make way for automobile traffic. The large parking lot behind the Theater is, in this way, as important a symbol of the district's changing urban pattern as is the Theater itself.

The Tower Theater, owned by Wishon, was operated by the Skouras Brothers' Fox West Coast chain (the same company that had, in 1926, opened the Wilson Theater, downtown), and was designed by one of the country's most prominent theater architects, S. Charles Lee. Lee, who designed his theaters in the conviction that "the show begins on the sidewalk," distinguished his design with a brilliantly lit corner tower that was visible from throughout the surrounding neighborhood. More than simply an entertainment center, Wishon saw the building as a diversified commercial development. Lee integrated four storefront spaces into each of the building's two, one-story wings.

Although the Theater's opening served symbolically as the key event in the creation of a new suburban shopping district, it actually came in the midst of a general rush of commercial construction in the immediate area - spurred, perhaps, by the slow economic upturn that followed the worst days of the Depression and by the prospect of the pending removal of the aging streetcar tracks. One notable example of the contemporary, automobile-oriented commercial architecture that had appeared within the North Fresno Tract before completion of the Tower Theater was the Safeway Grocery Store - now Grandmarie's Chicken Pie Restaurant - one block to the east.

## CONSERVATION

After the Second World War, distinctive glass-front commercial buildings began to appear along Olive, Wishon, and Fern - as they did on other streets in the Tower District. Retail commercial architecture of this period often is referred to as Showcase architecture, based on its extensive use of storefront glazing and display areas to "showcase" merchandise in a most prominent manner. Few of the District's postwar commercial buildings are better-designed or better-preserved than the one at 1296-98 North Wishon. This small building ably captures the commercial aesthetic of the era. The care with which it was designed is evident in dozens of small details: in the heavy, frameless doors with their clear, tubular handles; in the subtle, cornerless sloping of the lower walls into the sidewalk pavement; and in the recessed cove lighting of the protective overhead canopy. Its presence - and the nearby presence of other buildings like it - bespeaks the continued vitality of the North Fresno Tract, some fifty years after it was first opened to development. This area, better than any other, encapsulates and preserves the evolving landscape and the architectural legacy of the Tower District across the entire period of its growth.

### Courts Thematic Group

The Tower District's numerous court complexes constitute a unique historic resource. Although scattered throughout the neighborhood, they share enough common features, and are sufficiently important as a type, that they merit collective designation as a "thematic group." This group is meant to call attention to a significant chapter in the history of American urban housing - one that is perhaps better demonstrated in the Tower District than in almost any other city neighborhood in California.

The term "court," as it is used here, is a more inclusive label for what was originally called a "bungalow court." To understand the genealogy of this building type, one needs first to consider the meaning of the word "bungalow." The bungalow is, in its origins, a basically rural type: the name recalls its roots in the English colonial settlements of Bengal, and some of the earliest examples of the type found in the United States were vacation cottages, meant only for seasonal habitation. But with the adoption of the bungalow as a general, low-cost residential alternative (particularly in warm, dry climates like California's), this once rural house form became a basic staple of the urban housing market. Gradually, the word "bungalow" became less identified with a specific set of aesthetic traits or rustic ideals, and came to refer more broadly to any small, one-story house.

The most obvious adaptation of the bungalow to an urban setting was the bungalow court, first developed on the West Coast sometime around 1910. The court - an arrangement of several separate dwellings on one lot, usually around a central open space - was both an expedient way to

## CONSERVATION

maximize the value of city land, and an attempt to entice urban residents with a sense of the community all too often lacking in fast-growing cities of the early 20th century. Even a narrow 50-foot lot could be made to accommodate two rows of small cottages, facing inward on a lawn or driveway. In this way, a builder might fit four or more small units in a space which otherwise would be occupied by one, slightly larger house. On higher-priced city land, such crowding might be the only way for a developer to guarantee a return on his investment.

But the court arrangement was not the only option available to landowners seeking a higher return. By the 1910's, the apartment house was, in many cities, the most common form of multi-family housing. Even in the Tower District, two-story, four-unit buildings definitely had gained currency, as mentioned earlier. The court, however, had a subjective advantage over the more urban-seeming apartment building. Many residents of neighborhoods like the Tower District had made a choice to leave behind the increasingly crowded blocks of downtown. Bungalow courts offered a cheap alternative to the anonymity of apartment living; they represented the opportunity for a patch of lawn and a shelter from the street, all at a cost well below that required for a full home.

The earliest court complexes in the district (for example, the one on the south side of East Divisadero Street, just outside of the survey limits) rely on the original rustic, hand-crafted image of the bungalow in order to evoke the communal quality of a cul-de-sac of simple cottages. These early courts also set the precedent for a basic site plan that would prevail throughout the district: a row of units on either side of the lot, facing inward, and a pair of units at the back of the lot, facing the street and terminating the open courtyard.

By the 1920's, the courts had in general lost the trappings of the bungalow "style" (once evident in projecting eaves, pergolas, and so on) and begun to reflect general changes in architectural taste. In terms of siting, the most important change witnessed in these years was accommodation to the automobile. More than other houses being erected around the District in this booming period, the courts integrated parking facilities into their actual architectural composition. Rather than being an extra appendage, squeezed awkwardly onto the back corner of the lot, garages became an important part of the overall site plan - generally, they either took the place of the units at the rear of the lot, or were tucked underneath those units, creating a two-story structure in the back that proved to be an aesthetically powerful termination of the courtyard space.



## CONSERVATION

Nowhere is this composition more effective than in the Tower Village court (832 East Hedges Avenue). As its name implies, this complex was designed in a self-conscious attempt to evoke the traditional, communal image of older bungalow courts, though its visual distinctiveness derived from a careful use of then-fashionable (c. late 1930s) modernistic motifs: porthole and metal-sash casement windows, Art Deco signage, a streamlined flagpole base. The Tower Village, with its units carefully arranged around a central palm tree and the above-mentioned flagpole, is one of the finest architectural ensembles in the neighborhood, if not in the city. Were it located in an architecturally more prominent city like Los Angeles, this complex would likely have long ago gained deserved recognition as both a classic bungalow court and a fine example of the popularization of the modernist architectural aesthetic in the 1930's.

After the Tower Village, other courts in the district tended to adopt a stripped-down form of Moderne detailing, though this style (often used simply because it offered an acceptable, inexpensive alternative to more elaborate styles) could at times be complemented with more eclectic touches like picturesque red tile roofs (543-607 West Hammond Avenue, a block west of the survey limits). After the Second World War, the court continued to hold its popularity as a form of inexpensive housing. This period saw the use of denser, more complex site plans (for example, 850-858 East Hedges Avenue and 1334-60 North Wishon Avenue), and the application of court development to commercial office space (1302-1314 East Olive Avenue) along the heavily travelled Olive Avenue corridor.

### College Addition

The College Addition Historic District is named for the 1918 subdivision of which it represents a substantial portion. This district's blocks are lined with some of the Tower District's finest large homes. Established shortly after the opening of the Fresno Normal School (now Fresno City College) in 1913, it reflects the joint effort of experienced architects and builders to respond to the generous budgets and high social aspirations of a group of relatively affluent clients. Architecturally, it offers a concentrated glimpse of the broad range of styles common to American upper-middle-class housing in the 1910's and 1920's. Considered together, the common setbacks and general proportions of these houses override their stylistic diversity, creating a pleasant, evenly modulated townscape. Historically, the College Addition attests to the importance of the College and the Wishon Avenue streetcar lines in promoting urban growth in the northern half of the Tower District.

## CONSERVATION

### **Terrace Gardens**

This district includes not only the subdivision from which it takes its name, but also portions of the Normal Heights tract, to the north, and the St. Francis Wood tract, to the east. Like the College Addition Historic District, it illustrates the kind of suburban growth that typified the Tower District in the generation that followed the more dense, varied development of properties south of Belmont. Among the most noteworthy of this district's many well-crafted homes are a number that employ Mediterranean-style motifs: particularly 315 and 346 East Brown Avenue, and the more modest - but collectively quite effective - array of homes that line both sides of the 300-400 block of East Terrace Avenue.

### **Adoline-Palm Bungalow District**

This irregularly shaped district is designed to include a number of the blocks on which one can find the most concentrated occurrence of a building type common to the entire Tower District: the bungalow. Most of the bungalows in this area date from the 1910's and 1920's, during which time they represented the most important form of moderate-cost housing in Fresno. More than other parts of the Tower District, the bungalows on these few blocks remain in much of their original condition, and are interrupted by relatively few contrasting housing types. They illustrate well the distinctly more modest character acquired by the blocks that stretched west along the Olive Avenue streetcar line, in contrast to the wealthier neighborhoods that developed to the north in subdivisions like Wilson's North Fresno Tract and the College Addition.

### **A Note on Big Dry Creek Canal**

The Big Dry Creek Canal is vitally important in the history of the Tower District, of Fresno, and of the Central Valley as a whole. It is a living, working reminder of the control of water that made both agricultural and urban settlement possible in this part of the country. Aside from its obvious importance in conducting irrigation water from the High Sierra into - and through - the city, the canal has, in a variety of ways, played a major historical role in the development of Fresno. First, it helped to solve the chronic, serious flooding problem that plagued the city in its early years, caused when the untamed waters of Big Dry Creek continually overflowed their banks and inundated the downtown area. Second, it served as a conduit for water that had, prior to 1893, run through a ditch to Moses J. Church's flour mill on Fresno Street - thus relieving the central city of a major nuisance and allowing the more complete improvement of downtown. Finally, its takeover in 1923 by the new Fresno Irrigation District illustrates an important step in the history of American city administration: the transition of control over utilities and infrastructural improvements from private, speculative operations to public, regionally based special districts. Aside from its

## CONSERVATION

real or potential merits as an urban design feature, the Canal's unique historical value must be considered in any future plans for the Tower District.

| <b>Tower District<br/>Primary Resources<br/>("Reds")</b> | <b>Address</b>                | <b>Block/Lot</b>      | <b>MapBook/Page</b> |
|--|-------------------------------|-----------------------|---------------------|
|  | 28-2900, 3100 Van Ness,       | 061, 062,<br>152, 154 | 443/06, 15          |
|  | 3100 North Palm (markers)     | 231/20                | 443/23              |
|  | 315 East Brown (R 2 Med)      |                       |                     |
|  | 346 East Brown (R 2 Med)      | 233/5                 | 443/23              |
|  | 2740 Van Ness (Auto 1)        | 241/1                 | 443/24              |
|  | 567 East Clinton (R 2 PR)     | 314/22                | 443/31              |
|  | 2425 North Wishon (R 1 1/2)   | 323/13                | 443/32              |
|  | 2238 North Fruit (UT. 1)      | 051/16                | 444/05              |
|  | 925 East Cambridge (R 2 PR)   | 161/16                | 444/16              |
|  | 940 East Cambridge (R 2 PS)   | 162/3                 | 444/16              |
|  | 1839 N Echo (Sch.)            | 281                   | 444/28              |
|  | 815-17 East McKinley (R 2 Cr) | 294/18                | 444/29              |
|  | 1101 East University (Sch.)   | 303                   | 444/30              |
|  | 1122 East University (Sch.)   | 303                   | 444/30              |
|  | 1002 North Thorne (R 1 Mod.)  | 201/16                | 450/20              |
|  | 666 East Carmen (R 2 Med.)    | 044/4                 | 451/04              |
|  | 1455 North Echo (R 2 Med.)    | 108/4                 | 451/10              |
|  | 1465 North Echo (R 2 Med.)    | 108/3                 | 451/10              |
|  | 660 East Pine (B 1 1/2)       | 114/4                 | 451/11              |
|  | 751-57 East Pine (R 2 Med.)   | 112/9                 | 451/11              |

## CONSERVATION

| Address                             | Block/Lot  | MapBook/Page |
|-------------------------------------|------------|--------------|
| 1455 North Wishon (2R 1 Med.)       | 116/7      | 451/11       |
| 1410 North Wishon (Rel. 1+)         |            |              |
| 1488-90 North Wishon (Apt.2 PR)     | 113/1      | 451/11       |
| 1402-14 North Van Ness (Auto 1)     | 122/14     | 451/12       |
| 1201 North Wishon (Th. 1+ Mod.)     | 265/3      | 451/26       |
| 1294 North Wishon (C 1 PW)          | 264/10     | 451/26       |
| 832 East Hedges (Ct. 1 Mod.)        | 264/2      | 451/26       |
| 645 East Olive (Sn.)                | 261/31     | 451/26       |
| 1044 North Van Ness (R 2 Cr.)       | 046/7      | 452/04       |
| 1054 North College (R 2 Cr.)        | 047/9      | 452/04       |
| 1111 North Poplar (R 2 Med.)        | 043/4      | 452/04       |
| 925 East Bremer (R 2 Cr.)           | 193/2      | 452/19       |
| 807 North Van Ness (R 2 PS)         | 201/7      | 452/20       |
| 844 North Van Ness (R 2 Cr,Cl)      | 202/17     | 452/20       |
| 627-35 East Belmont (Apt. 3)        | 271/9      | 452/27       |
| 520 North Yosemite (R 2)            | 273/3      | 452/27       |
| 636 North Broadway (R 2 PS)         | 272/1      | 452/27       |
| 532 - 614 North Fulton (C/Apt 2 PW) | 275/5,8,11 | 452/27       |
| 406 North "H" 1Auto 1)              | 023/27     | 459/02       |
| 475 North Broadway (C 1 Med.)       | 034/3      | 459/03       |
| 441 North Poplar (R 1)              | 054/8      | 459/05       |
| 486 North Poplar (R 1)              | 055/1      | 459/05       |
| 395 North San Pablo (R 2)           | 055/15     | 459/05       |
| 308 North Ferger (R 1 1/2 Cr.)      | 113/13     | 459/11       |

## CONSERVATION

| Address                          | Block/Lot | Map/Book/Page |
|----------------------------------|-----------|---------------|
| 340 North Fulton (R 2 Cl.)       | 133/14    | 459/13        |
| 205 North Fulton (R 2 Cl.)       | 222/10    | 459/22        |
| 242 North Fulton (R 1 1/2 Cr.)   | 223/17    | 459/22        |
| 258 North College (R 1)          | 232/1     | 459/23        |
| 176-82 North Fulton (Apt. 2 Cl.) | 303/1     | 459/30        |
| 171 North College (R 1)          | 311/4     | 459/31        |

### Off the Map:

|   |              |
|---|--------------|
| Van Ness underpass                        | n. of 443/06 |
| 530 West Floradora (St. Agnes Hospital)   | w. of 450/09 |
| c.201-399 North "H" St. (grain elevators) | w. of 459/11 |



## **4.0 LAND USE**





# LAND USE

## INTRODUCTION

The Land Use Element is complementary to the Conservation Element in being responsive to historic patterns of development while allowing for change within the historic fabric. The Conservation Element identifies significant resources of the Tower District and makes specific recommendations regarding their retention and revitalization. The Land Use Element reviews and evaluates existing land uses in making recommendations which allow for future growth. In addition to the findings reported in the Conservation Element, the Land Use Element, including the Land Use Plan, is based on the following components:

- numerous work sessions of the Tower District Plan Citizens Committee;
- the formulation of goals, objectives and policies for the Tower District; and
- the identification of specific issues related to an inventory of existing land uses, zoning, residential densities, development patterns and the economic blight and physical change caused by the proposed Route 180 Freeway project.

### **The Physical Basis For the Land Use Plan**

The overall physical conditions that characterize the Tower District are described in detail in the Environmental Setting section of the accompanying Environmental Impact Report, which has been developed in conjunction with the Specific Plan. Those physical conditions which have most directly influenced the Land Use Plan are summarized below.

### **Earlier Development**

An elementary consideration of any land use plan for the Tower District is its history as the City's first streetcar suburb. The predominant pattern of development was set by residential tracts built between the 1900's and the 1930's. Lots are small, typically between 5,000 and 6,000 square feet, with resulting densities in single-unit neighborhoods of approximately five dwelling units per acre. Where there was proximity to transit, multiple-unit buildings were built which increase those densities. These apartments are well integrated into the fabric of the lower density residential areas and clearly do not detract from their quality.

There has been a core of commercial activity on Olive Avenue between Wishon and Van Ness Avenues since the 1920's. Additional commercial activities are located along major streets throughout the area, with the result that there is a high degree of pedestrian access to neighborhood shopping. The residential streets are built with uniform setbacks and

## LAND USE

well-maintained street landscaping, both of which contribute to a high quality setting for public life in the neighborhoods.

Historically, Van Ness Avenue and Fulton Street established a strong connection between downtown Fresno and the residential neighborhoods north of Divisadero Street. Van Ness Avenue and Fulton Street, between Divisadero Street and Belmont Avenue, still retain enough of their late 19th and early 20th century residential construction to function as grand streets for the City as well as for the Tower District.

A primary goal of the City is to conserve older neighborhoods such as the Tower District. The intensity of community participation in the Tower District Specific Plan is evidence of the degree to which residents perceive the tremendous value of historically-significant and vital neighborhood districts. Such districts also represent opportunities to realize City and regional goals for jobs/housing balance and reduced dependence on single occupant use of the automobile. Finally, in terms of capital improvement costs, they are cost effective areas for accommodating new infill development consistent with existing uses and character.

### Current Conditions

There are several current conditions which have major implications for the Land Use Element of the Tower District Specific Plan. These conditions are summarized as follows:

#### 1. Proposed Route 180 Freeway

The proposed Route 180 Freeway is causing tremendous change to the historic fabric of the Tower District. The areas immediately adjacent to the Caltrans right-of-way, the acquisition of which is now almost complete, are severely blighted as a result of the long impending project. The initial Environmental Impact Statement on the freeway project was approved in 1977.

The Route 180 connection is planned for construction on reinforced earth berms with underpasses for certain major streets, including San Pablo, Belmont, Van Ness, Fulton, Broadway, and North "H". Direct connection between all other north/south streets through the Tower District to Divisadero Street and downtown will be terminated by the freeway embankment. Almost an entire block of Fulton Street and Van Ness Avenue will be given over to the freeway and the proposed interchange. Interchange improvements also will be constructed at Blackstone Avenue.

The proposed freeway will be a new physical element and a new land use for the Tower District. After this segment of the Route 180 Freeway



# LEGEND

- SINGLE FAMILY RESIDENTIAL (SFR)
- SFR WITH 2nd UNIT OR DUPLEX
- RESIDENTIAL 3 OR MORE UNITS
- NEIGHBORHOOD COMMERCIAL
- COMMUNITY COMMERCIAL
- GENERAL/HEAVY COMMERCIAL

Source: City of Fresno Planning Department Field Survey, May 1990

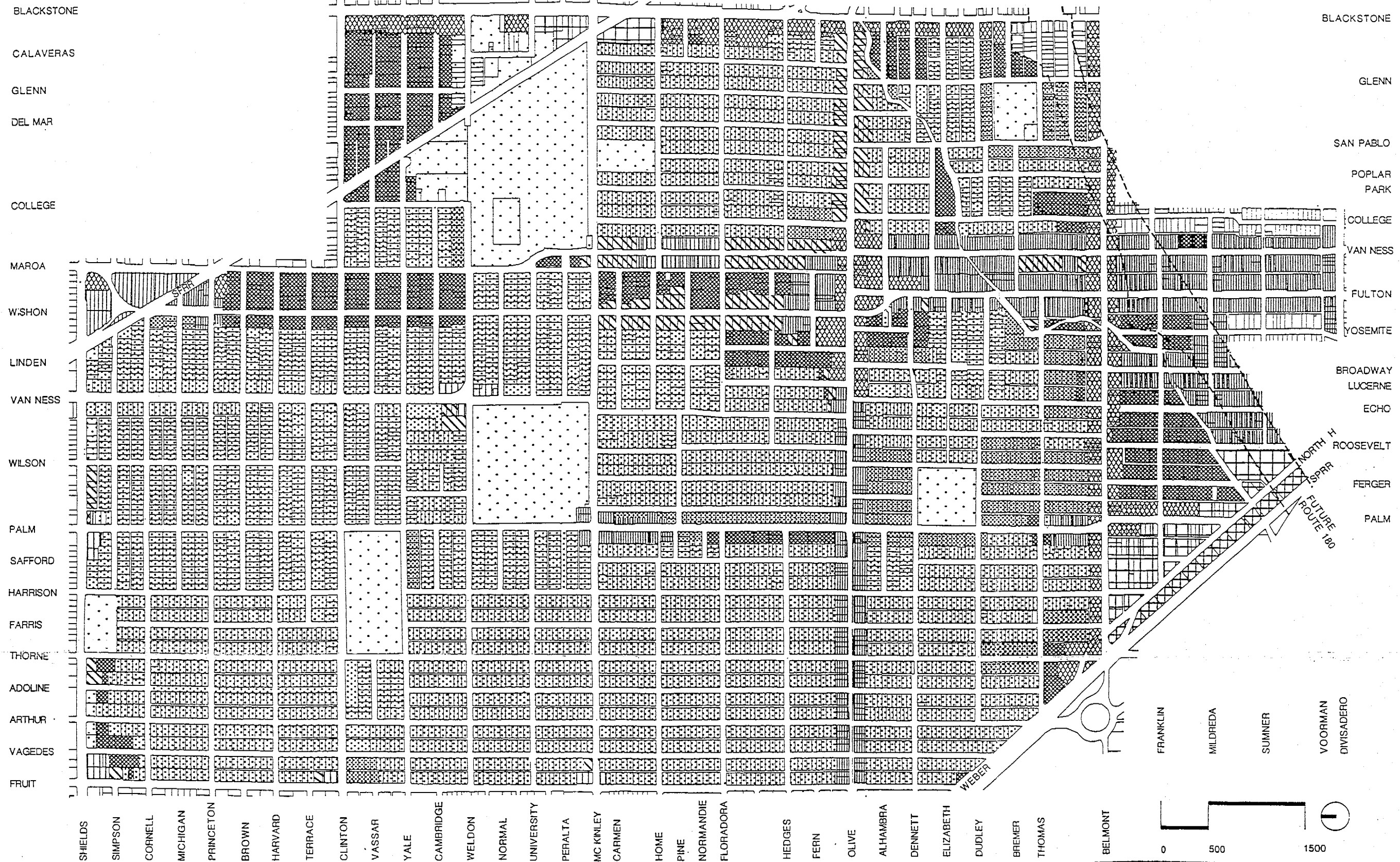
- OFFICE
- LIGHT INDUSTRIAL
- PUBLIC FACILITY:
  - FIRE STATION
  - ELEMENTARY SCHOOL
  - HIGH SCHOOL
  - ADULT SCHOOL
  - COMMUNITY CENTER
  - FRESNO CITY COLLEGE

- CHURCH
- PARKING
- VACANT
- DRY CREEK CANAL
- MIXED USE:
  - OFFICE OR COMMERCIAL WITH RESIDENTIAL

## TOWER DISTRICT Existing Land Use

Figure 4-1  
Wallace Roberts & Todd





**LEGEND**

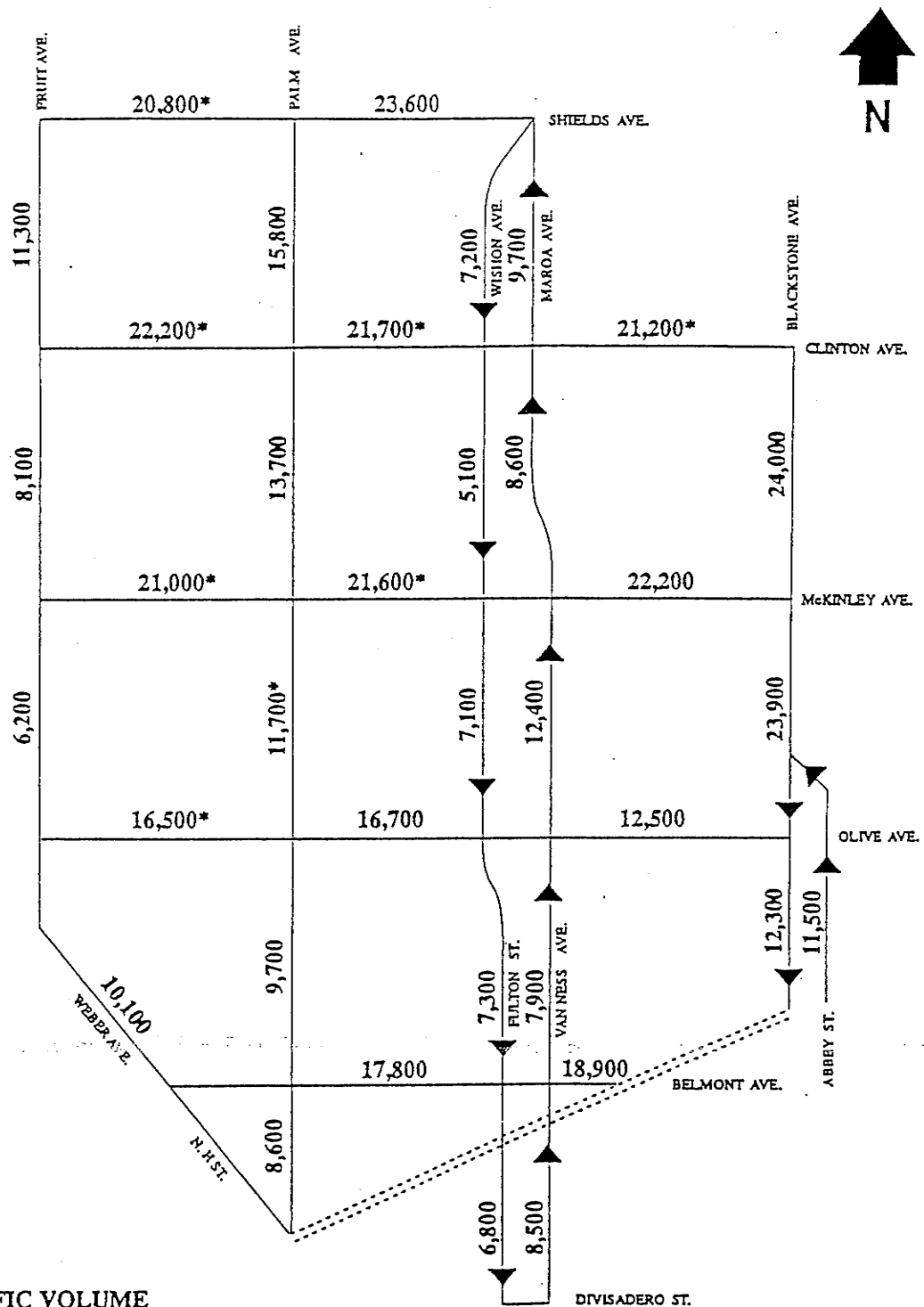
|  |     |  |     |  |     |  |                       |
|--|-----|--|-----|--|-----|--|-----------------------|
|  | R-1 |  | C-P |  | C-5 |  | M-1                   |
|  | R-2 |  | C-1 |  | C-6 |  | R-1 (Public Facility) |
|  | R-3 |  | C-2 |  | C-M |  | RP                    |

Source: City of Fresno Planning Department, Zoning Maps

# **TOWER DISTRICT** Existing Zoning

Figure 4-2  
Wallace Roberts & Todd





**KEY:**

17,000 = TRAFFIC VOLUME

17,000\* = ESTIMATED VOLUME

SOURCE: Fresno Regional Traffic Monitoring Program  
Council of Fresno Co. Governments, September 1989

**TOWER DISTRICT SPECIFIC PLAN**

**EXISTING DAILY  
TRAFFIC VOLUMES**



**FIGURE  
4-3**





## LAND USE

is built, land use, circulation and place-oriented relationships between the Tower District and downtown will be significantly different.

### 2. One-Way Traffic

The establishment of a one-way traffic couplet for Fulton Street and Van Ness Avenue, together with economic changes in the Central Area since the 1960's, have resulted in serious erosion to the historic character of the two streets. North and south of the proposed Route 180 Freeway, Van Ness is still predominantly residential in use and character. The retail activity on Fulton Street north of Belmont Avenue persists, but at a much lower level of intensity. South of the proposed freeway, Fulton is also residential, though less intensively so than is Van Ness.

Both streets have been zoned for non-residential use for a number of years. Quite a few houses on Van Ness and lower Fulton are now used for shops and offices. There also are numerous small office buildings on Van Ness, such as those at the Mildreda Avenue intersection which were built after the mid-1960's and are very disruptive to the overall pattern of residential development because they do not honor the established front lawn setbacks and because of their non-residential architecture, including commercial signs.

The Central Area Plan sets forth a policy of mixed-use for Fulton Street and Van Ness Avenue south of the proposed Route 180 Freeway. But it is not clear what the relationships of the individual uses are to be, or how the mixed uses are to be organized on a site or oriented to the street. The Land Use Plan for the Tower District addresses these issues in terms of historical character, including their role as high-profile residential streets connecting the Tower District and the Central Area.

### 3. High Volume Arterials

Current traffic conditions on certain Tower District arterials pose serious threats to existing residential uses and pedestrian access. McKinley, Clinton and Shields Avenues now have volumes higher than those on either Belmont or Olive Avenues, which are zoned for commercial use. While Belmont Avenue is developed for a predominantly commercial use, Olive Avenue, west of Palm and east of Van Ness, still has a large number of residential uses.

The Land Use Plan for the Tower District is responsive to the observations that Olive Avenue, in particular, even after years of being zoned for commercial land uses, has a number of blocks which have remained residential in use. Moreover, outside the central commercial

## LAND USE

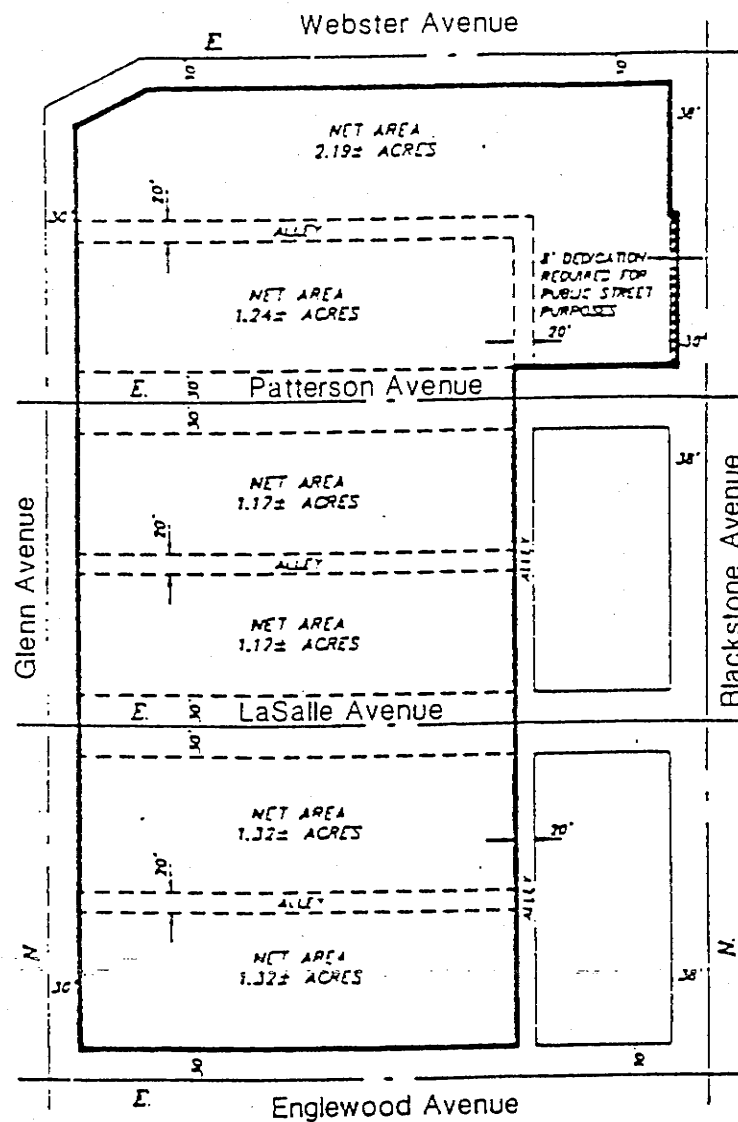
area focused on Wishon and Van Ness Avenues, many of the commercial uses are of a low intensity type, such as insurance offices, a palm reading salon or real estate agencies, and many are located in converted single-family residences. The existing zoning is rationalized by the traffic volumes, but given market demand, the result has been the erosion of a former residential street by incremental commercial activity that reflects lowered property values. The zoning has not resulted in strong redevelopment for commercial use. The Land Use Plan concept for the Tower District is to restrict commercial uses to areas where there is an established pattern of neighborhood shopping or to certain intersections where there are existing "convenience" stores, and to provide for a reasonable degree of growth within physical boundaries which are protective of the quality of the surrounding residential areas.

Higher traffic in and of itself is not considered a justification for commercial development. Rather, the Land Use Plan reflects the position that, in most cases, existing residential use is to be protected from increased traffic volumes. Appropriate measures may include increased landscaping, retention of on-street parking and conservation of existing landscape setbacks and rights-of-way.

### 4. Institutions/Schools

The building of Fresno Normal School, the first junior college in the state (later Fresno State College), on the current Fresno City College (FCC) site was one of the most critical actions to the development history of the Tower District. The prestige of the Tower District as a residential area was clearly enhanced by the early college, as it was by the subsequent building of Fresno High School (FHS) a few blocks to the west. Residential tracts were developed in relation to neighborhood schools and their presence is considered by many as a neighborhood amenity. For example, the FHS playing fields are available to the community for recreational use, as are those of other public school sites in the Tower District.

Today, the two institutions, FHS and in particular FCC, are a less compatible element in the land use dynamic of the area. Both have large numbers of commuter students, faculty and staff. Spill-over parking from FCC is a serious problem for adjacent neighborhoods. The Fresno Unified School District (FUSD) currently is using the old Hamilton Junior High School site, two blocks northwest of FHS, as an Adult School with additional commuter students and faculty.



Elementary School Site

Source: Blair, Church & Flynn Engineering  
 "Environmental Documentation for Blackstone/Webster School  
 Site Acquisition and Development Project", Figure 2  
 October, 1989

IDENTIFIED FUSD SCHOOL SITE

**TOWER DISTRICT**  
 Wallace Roberts & Todd



## LAND USE

In addition, FUSD is planning a new elementary school for the Tower District. A 10-acre site on the eastern edge of the Tower District, south of Olive Avenue, has been identified. It is bounded by Glenn and Blackstone Avenues between Webster and Englewood Avenues, exclusive of two blocks of frontage on Blackstone (Figure 4-4), and was selected prior to the preparation of the Tower District Specific Plan. A negative declaration for environmental impacts was certified by the State Clearinghouse for the site on May 3, 1989. Very little acquisition has taken place to date.

The Tower District Specific Plan recommends that this planned elementary school be developed in conjunction with the existing Ted C. Wills Community Center. Property connecting the school and the Community Center is to be publicly purchased and utilized to enhance recreation and open space uses for both facilities. This arrangement also will allow for the school and Community Center to be directly linked to the planned open space along the edge of proposed Freeway 180.

### Land Use Plan

The Tower District Land Use Plan is responsive to and, except as noted, consistent with the intent and application of the Fresno General Plan, the Fresno High-Roeding Community Plan, and the Central Area Community Plan. It has been developed through coordination with public officials and the Tower District Citizen's Committee. The description of the Land Use Plan is organized to provide an understanding of the reason and intent of the land use recommendations, as illustrated by the accompanying Land Use Map (Figure 4-5), and is summarized in the accompanying statistical table which includes the following sections:

- Residential
- Commercial
- Industrial and Light Manufacturing
- Public Facilities
- Parks, Plazas and Open Space

# LAND USE

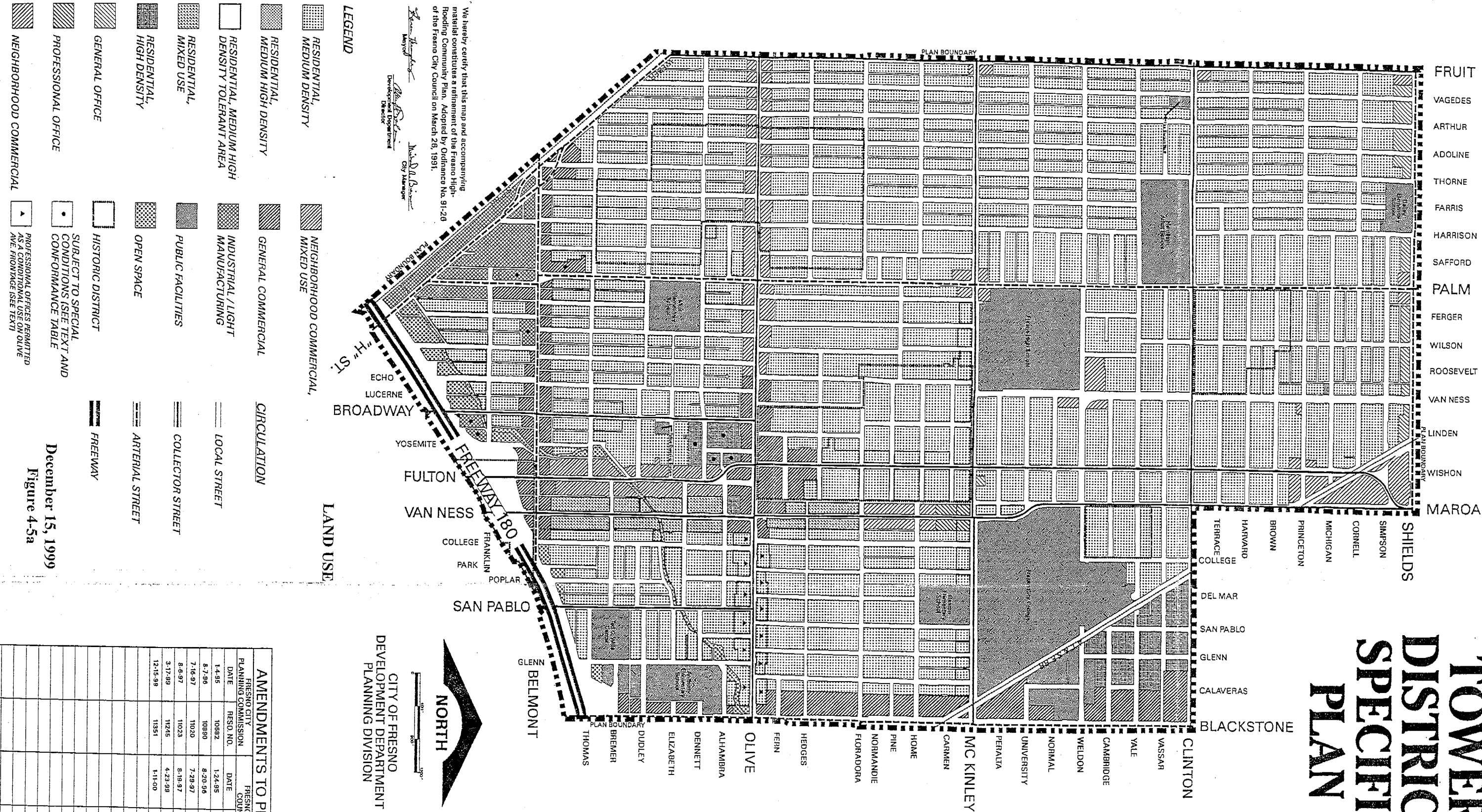
## SUMMARY TABLE

| Designated Land Use                                    | Acreage       | %            |
|--|---------------|--------------|
| General Office (GO)                                    | 8.8           | 0.5          |
| Professional Office (PO)                               | 2.4           | 0.1          |
| Industrial/Light Manufacturing (I)                     | 19.9          | 1.1          |
| General Commercial (GC)                                | 75.2          | 4.0          |
| Neighborhood Commercial (NC)                           | 30.4          | 1.6          |
| Neighborhood Commercial,<br>Mixed-Use (NC-X)           | 13.8          | 0.7          |
| Residential, Medium Density (R-MD)                     | 1042.7        | 55.4         |
| Residential, Medium High Density (R-MHD)               | *             |              |
| Residential, High Density (R-HD)                       | 23.8          | 1.3          |
| Residential, Mixed Use (R-X)                           | 33.6          | 1.6          |
| Public Facilities, Schools, Institutions (P)           | 143.9         | 7.6          |
| Public Facilities, Freeway (F)                         | 53.0          | 2.8          |
| Open Space, Excluding Dry Creek<br>Canal Drainage (OS) | 16.8          | 0.9          |
| Streets, Alleys, Easements,<br>Drainage Canal (S)      | 419.4         | 22.3         |
| <b>Total (2.94 Square Miles)</b>                       | <b>1883.7</b> | <b>100.1</b> |

\* Subject to Design Review within R-MD Use Areas, See Density Tolerant Areas (Figure 4-4).

Source: WRT Measurements from 1" = 500' Scale Base Map, Rounded to Nearest Tenth, August, 1990.

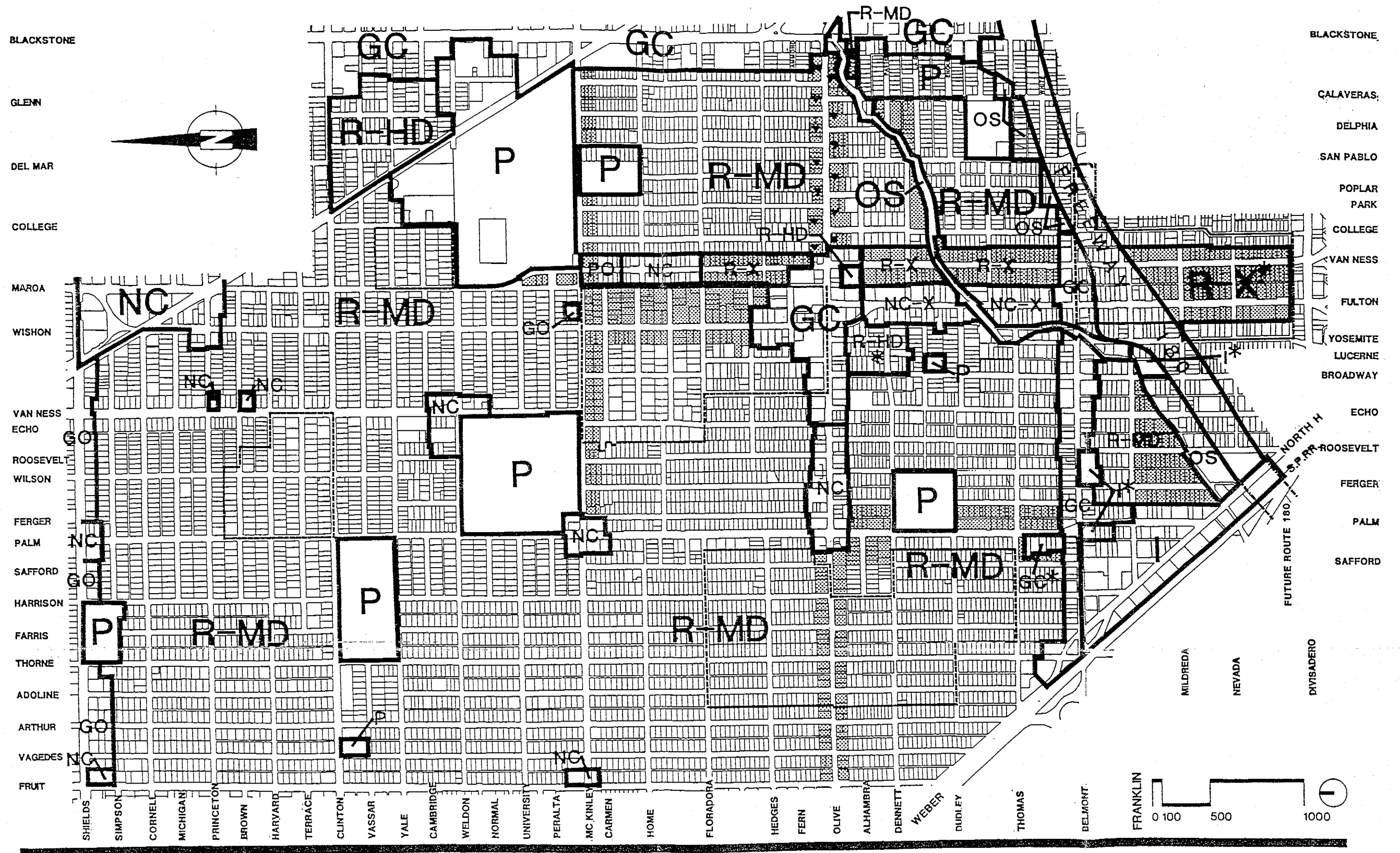
TOWER DISTRICT SPECIFIC PLAN



December 15, 1999  
Figure 4-5a







# LEGEND

|    |                                    |      |                                 |      |                                      |      |                      |   |   |
|----|------------------------------------|------|---------------------------------|------|--------------------------------------|------|----------------------|---|---|
| GO | General Office                     | GC   | General Commercial              | R-X  | Residential, Mixed Use               | R-HD | Resid., High Density |   | Historic District   |
| PO | Professional Office<br>(see text)  | NC   | Neighborhood Comm.              | R-MD | Resid., Med. Density                 | P    | Public Facilities    | * | Subject to special conditions / see<br>Plan text and Conformance Table                      |
| I  | Industrial/<br>Light Manufacturing | NC-X | Neighborhood Comm.<br>Mixed Use |      | Medium High Density<br>Tolerant Area | OS   | Open Space           | ▲ | Professional Offices permitted as a<br>conditional use on Olive Ave. frontage<br>(see text) |

## TOWER DISTRICT SPECIFIC PLAN / LAND USE

March 26, 1991  
Figure 4-5b



## LAND USE

### 4.1 RESIDENTIAL

The predominant land use for the Tower District is residential. Other planned land uses are premised on residential land use being the principal character-defining element of the district. Residential land use for the Tower District is defined according to density ranges derived from the 1984 General Plan and current with the Local Planning and Procedures Ordinance (LPPO), May 1987, Fresno Municipal Code. These ranges are described as follows:

#### **Medium Density (4.99-10.37 du/ac)**

##### **MD-Residential**

Current residential development in the Tower District is generally built to densities at the lower end of the Medium Density range. Legally approved second units and multi-unit buildings in certain areas bring the average densities up somewhat. Unless otherwise shown on the Land Use Map, all areas in the Tower District are designated for Medium Density Residential Use, which is understood to mean single-units on individual lots of generally less than 6,250 square feet with front, side and rear yard requirements. Average densities are assumed to be between 5 and 6.5 dwelling units per acre.

#### **Medium High Density (10.38-16.13 du/ac)**

##### **MH-D Residential**

Most of the older multi-unit buildings in the Tower District provide positive examples of residential use at densities higher than that of the surrounding single-unit pattern. Taken on a project by project basis, these higher density buildings demonstrate that, for the most part, the issue of integrating multi-unit buildings into single-unit areas is largely one of building and site design.

In general, criteria for locations where higher-density residential buildings (meaning tri-plex to six-plex units) are appropriate include corner lots on busy streets, larger lots (in excess of 9,000 square feet), deep lots or lots with unusual geometries, and lots adjacent to or influenced by open space areas such as school sites, parks, or distant views.

##### **Density Tolerant Areas**

Within the Tower District, certain areas are identified in the plan where higher densities of a 10.38 to 16.13 range are appropriate for individual sites that may meet the criteria for density tolerance. Development

## LAND USE

approval on density tolerant sites are subject to design review and the conditional use permit process. These Density Tolerant Areas are located south of McKinley Avenue, with the exception of two blocks on the west edge of the Fresno City College campus. They are illustrated on the accompanying Density Tolerant Areas map (Figure 4-6) and have been identified as follows:

### 1. North and East edge of Wilson's North Fresno Tract

There are already a number of small apartment buildings along and just off the old streetcar line. Where through-sites or large corner sites can be assembled along McKinley, higher-density development offers a more appropriate building edge, given the heavy traffic volumes, than does the small lot, single unit pattern. The two small blocks to the north of McKinley Avenue have an unusual degree of street access and are directly across from the open space of the campus, making them particularly appropriate for higher density development.

### 2. Van Ness Avenue between Alhambra and Belmont Avenues

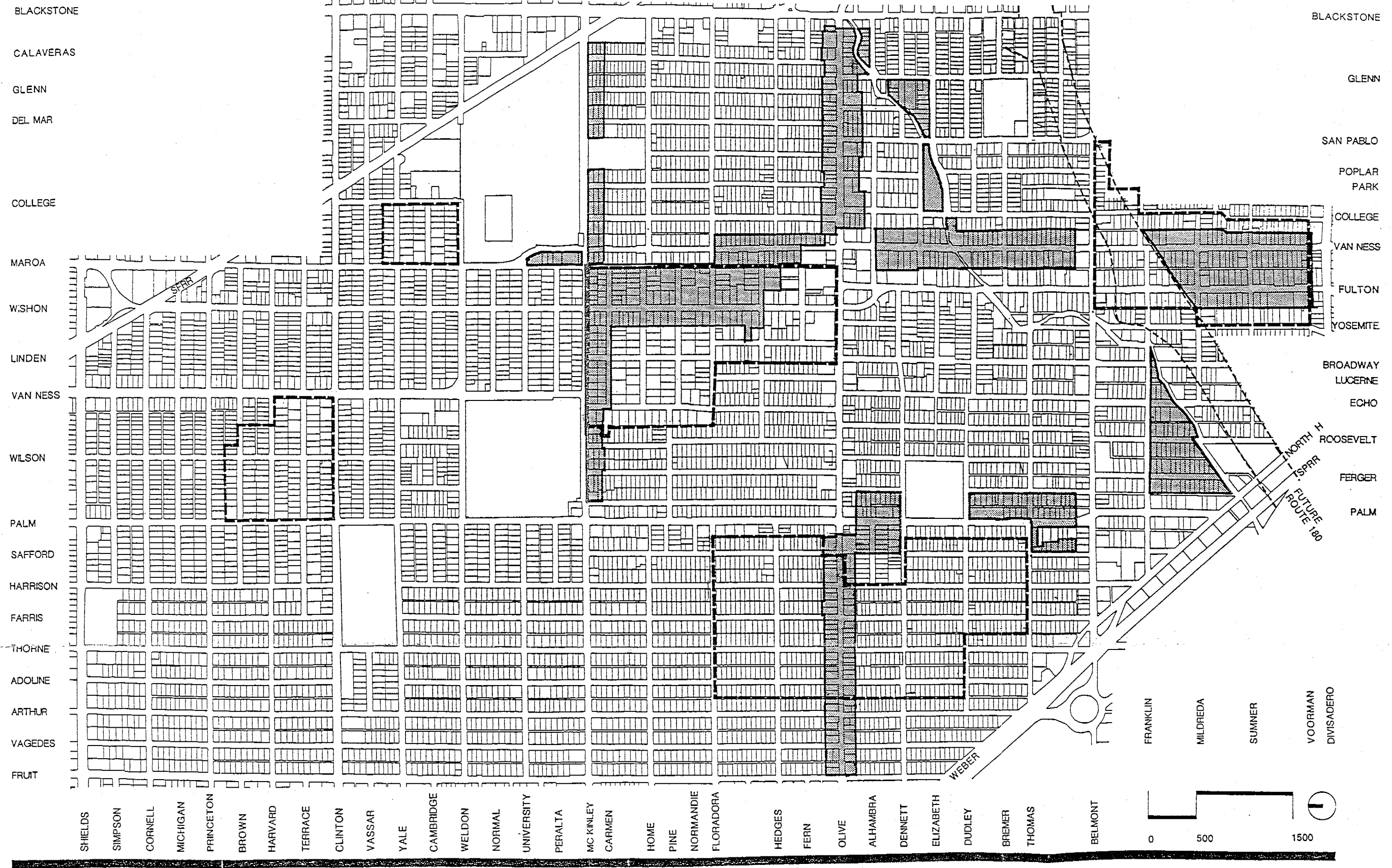
The predominantly large scale of residences and the higher traffic volumes on this important street make higher density residences contextually appropriate.

### 3. Olive Avenue between Van Ness and Blackstone Avenues

This portion of Olive Avenue possesses a predominantly residential character, which is to be retained. Additional residential development also is appropriate, especially given comfortable walking distance to the heart of the Tower District. As discussed under Office later in this section, professional offices are appropriate as a conditional land use.

### 4. Dry Creek and Community Center Adjacent Areas

There are two areas east of San Pablo Avenue along Dry Creek where higher densities on individual sites could be particularly appropriate, given the open space opportunities of the Creek and proximity to the new elementary school and the Ted C. Wills Community Center.



**LEGEND**

 Density Tolerant Area (R-MHD)

 Historic District

# **TOWER DISTRICT** Density Tolerant Areas

Figure 4-6  
Wallace Roberts & Todd



## LAND USE

### 5. Fulton Street and Van Ness Avenue South of the proposed Freeway 180

Similar to Van Ness Avenue north of Belmont, much of this area was built to a scale that can easily accommodate higher-density buildings, under design review, that are contextually compatible.

### 6. Franklin Avenue South to Dry Creek

With additional property acquisition along the proposed Route 180 Freeway, a new public park will provide open space that makes individual sites in this area appropriate for higher-density development.

### 7. McKinley Avenue, South Side, between Maroa and the RR Tracks

McKinley is a heavy traffic street. On the north side of McKinley between Maroa and the railroad tracks is the huge Fresno City College surface parking lot. This portion of McKinley Avenue easily could accommodate higher density development where sites of sufficient area are assembled. Residents of such new development would live in units set far back from the street to allow for generous landscaping.

### 8. Palm Avenue North of Belmont and Olive Avenue West of Palm

Higher traffic volumes along these portions of Palm and Olive Avenues, together with the existing zoning of Olive for general commercial use, have resulted in conditions that make the assembling of larger sites feasible. A few small apartment buildings remain from the period when this portion of Olive Avenue was a streetcar route to Roeding Park.

## High Density (18.16-29.04 du/ac)

### H-D Residential

Three areas are identified for high-density residential development, that is, either garden apartments or two- to three-story apartment buildings with structured parking, at the approximate mid-portion of the range (18-29 dwelling units per acre). One area where more urban residential development is appropriate is adjacent to Fresno City College. The second area is adjacent to the commercial center of the Tower District, where a concentration of increased density is complementary to the established character of this commercial district. Development of the second area would be subject to special conditions. Refer to the

## LAND USE

Planned Land Use/Zoning Consistency Matrix on page 8-4. The third area is at the northwest corner of Alhambra and Van Ness Avenues.

### **Residential/Mixed-Use**

The term "mixed-use" is often used in contemporary land use planning without careful discussion of important considerations for location and relationships of permitted uses on individual sites. Too often, "mixed-use" is a way of rationalizing ad hoc development patterns.

The Tower District Specific Plan identifies certain areas where more than one designated land use would be allowed on an individual site or sites.

Two such "mixed-use" areas are Van Ness between Floradora and Belmont Avenues, and Fulton Street and Van Ness south of the proposed Route 180 Freeway. Along Van Ness between Floradora and Belmont, both residential and office uses could be mixed. Residential uses would be restricted to single family residences or multiple family residences as allowed by the "density tolerant area" provisions of the Tower District Specific Plan. There are no locational requirements within the residential building for the three uses. Commercial uses south of the proposed Freeway 180 that would be allowed would be neighborhood level uses and be restricted to those uses allowed by the C-1 zone district and only the following uses allowed in the C-5 zone district. Before any C-1 zone district use and any of the following C-5 zone district uses are allowed, a Conditional Use Permit must be approved.

1. Antique Shop
2. Artist Studio
3. Bakery, retail
4. Bookstore, exclusive of adult bookstores
5. Confectionery
6. Dancing schools
7. Delicatessen, including sale of packaged beer and wine only
8. Florist
9. Health foods
10. Hobby shop
11. Libraries
12. Music and Dance Instruction



## LAND USE

13. Newspaper stands
14. Offices
  - a. Administrative
  - b. Business
  - c. General
  - d. Medical
  - e. Professional
15. Photographic Studios
16. Restaurant (serving wine or beer with meals only and limited to a maximum of 2,000 square feet of gross floor area for restaurant area only)
17. Silkscreen processing only in conjunction with an artist's studio
18. Boutique stores
19. Caretaker's residence
20. Churches
21. One single-family dwelling unit used in combination with permitted nonresidential uses (Multiple family dwelling units would also be allowed under the density tolerant provisions of the Tower Plan)
22. Bed and breakfast inns
23. Social rehabilitation facilities subject to Plan policies
24. Thrift shops subject to the provisions of Section 12-306-N

Another type of "mixed-use" area is Olive Avenue, east of Van Ness Avenue. This portion of Olive Avenue is designated in the Land Use Map (Figure 4-5) as primarily Medium-Density Residential, with Medium-High Density appropriate for identified "density-tolerant" sites through design review (Figure 4-6). In addition, professional office uses are considered appropriate for individual sites instead of residential as a conditional use.

Finally, second-story residential use is considered appropriate as a conditional "mixed-use" in any of the Tower District Commercial areas, with the exception of the General Commercial portion of Belmont Avenue west of the Palm Avenue intersection. This second-story use would allow both single and multi-family units.

## LAND USE

### 4.2 COMMERCIAL

There are four basic types of commercial land use identified for the Tower District: General, neighborhood, neighborhood mixed-use, and office. General commercial uses are responsive to a regional market for goods and services, including large volume operations, while neighborhood uses are responsive to nearby market areas for household goods and services. The latter also tend to be, but are not necessarily, smaller and more individualized in operation and character. Office uses fall into two categories, professional and general. Within the Tower District Land Use Plan, the four basic commercial land use types generally are located by street character as follows:

#### General Commercial

##### 1. Blackstone Avenue

Blackstone Avenue is the eastern edge of the Tower District. In terms of the Tower District Land Use Plan, the strong strip commercial character of Blackstone establishes an edge condition for adjacent residential areas. The land use recommendation for Blackstone Avenue, applicable to the Tower District Specific Plan, is to formalize a separation between contiguous strip commercial and neighborhood residential land uses. Further, the Land Use Plan calls for creation of sufficient site depth, where possible, to facilitate contemporary strip commercial site functions and new development. The redefined boundary between the residential and the Blackstone Avenue commercial land use areas is to be drawn to the mid-line of existing alleys, streets or the back of residential parcels that front the parallel, north/south residential street. Existing residential properties would remain, but would be rezoned to general commercial. Apart from the edge issue, Blackstone Avenue proper, including land use, is considered to be the appropriate subject of a separate plan.

##### 2. Belmont Avenue

Belmont Avenue is and will continue to be a general commercial corridor for a range of businesses. East of the Palm Avenue intersection, commercial land uses on Belmont Avenue include such businesses as service stations, restaurants, hardware stores, appliance sales and repair, mortuaries, rental health supplies, and other general community-serving commercial uses. A conditioned light industrial use (laundry) exists on the southwest corner of Belmont and Broadway. As conditional uses, secondary uses include office and second-story residential. West of the Roosevelt Avenue intersection, heavier commercial uses and some light industrial uses are appropriate such as

## LAND USE

truck and automobile repair, sales and service, bars and lounges, wholesale food distribution warehouses and offices, equipment rental, and monument and tombstone sales. Residential use on Belmont Avenue is not appropriate west of the Palm Avenue intersection.

### 3. Tower District Commercial Center

While local in identity, the commercial land uses in the Tower District Commercial Center area tend to be somewhat regional in market orientation, and resemble a specialized town center or shopping district. Unlike contemporary neighborhood and regional shopping centers which may have a comparable market orientation, minimum site area and development requirements are inappropriate for the street-oriented, neighborhood and central commercial area of the Tower District.

The predominant commercial character is set by entertainment uses and restaurants, including nightclubs, performing arts facilities, theaters, and other late night businesses considered appropriate in central district retail areas. Specialty retail uses include designer clothing, shoes, gourmet foods, gift stores and trade books. The commercial character of the area is not to exclude a secondary level of neighborhood serving businesses, such as banks, markets, bakeries, deli's, and specialty stores. Offices and apartments also are appropriate, especially as upper story uses. As discussed in other portions of the Land Use Plan, the Tower District Commercial Center also includes public parking and facilities supportive of public life, such as the post office and public open space.

### Neighborhood Commercial

#### 1. Wishon/Maroa Commercial

The small commercial areas at the northeast corner of the Tower District include a mix of neighborhood commercial uses not unlike that of a small retail shopping center, but with no minimum or maximum required site area. It is to be considered an area for community and specialty retail, including a super market, drugstore, restaurants, and office uses. Residential uses are appropriate for second floor space as a conditional use.

#### 2. Corner Convenience

The corner convenience store is a characteristic and persistent commercial land use in older urbanized areas. Certain intersection

## LAND USE

locations in the Tower District are appropriate for small, predominantly auto-oriented commercial developments which provide convenience goods and services such as gasoline, groceries, pet supplies and services, video rentals, and flowers. Site development standards for corner convenience uses require that surface parking is not located at the corner or along the street frontage. Multi-tenant buildings are acceptable if site development standards for parking are met. Conventional mini-malls are not an acceptable form of corner convenience commercial land use. Identified corner locations are on Shields at Fruit and Palm; on Weldon at Echo/Van Ness across from the High School; and on McKinley at Palm and Fruit Avenues. The two single-parcel convenience commercial uses on Van Ness Avenue north of Clinton are to be retained.

Corner convenience commercial land uses are also to be contained to the parcel or parcels at the immediate intersection area to prevent erosion of the residential frontage which establishes the overall land use character of the arterials. In the case of the McKinley/Palm intersection, erosion already has occurred on Palm as far south as Home Avenue on the west side of the block. It is to be noted that this area south of the corner is designated by the Land Use Plan for residential use. In principle, the Land Use Plan restricts the corner commercial uses to the immediate intersection area. Second floor residential use is acceptable as a mixed-use for these areas.

### 2. Village Convenience

Both Van Ness Village at Van Ness Avenue between Home and Floradora Avenues, and Olive Avenue west of Echo to Palm Avenue, are neighborhood commercial areas with the ambiance and convenience of a village center. Both consist of a relatively few linear blocks of concentrated commercial uses that serve consumers either from nearby neighborhoods or from the larger community. Park and walk patterns of shopping are characteristic and businesses include a range of specialty goods and services that are collectively complementary and beneficial to browsing. The overall street unit of commercial land uses is not unlike a village market that specializes in food, housewares, personal services, clothing, and used books.

### Neighborhood Commercial Mixed Use

Fulton Street, between Alhambra and Belmont, is primarily a neighborhood commercial street between two very different general commercial zones. It is designated on the Land Use map as being a Mixed-Use district where each parcel can also include office and

## LAND USE

residential as secondary uses. Commercial uses are required to be located on the ground floor and at the street frontage. Offices, if they are a storefront type, can also be located in ground floor street frontage. Residential and/or office uses, including professionals, travel agents, real estate, and tax accountants are to be located either in second story space or at the back of the site. The important role of Fulton Street, both as a traditional connection between the Tower District and the Central Area and as a neighborhood serving commercial street, argues for the added diversity offered by a carefully planned mix of secondary uses.

Second floor residential uses are appropriate for other neighborhood commercial areas as a conditional use, including Van Ness Village and Olive Avenue between Palm and Echo Avenues.

### Office

The Tower District office market is such that it is the least extensive of the non-residential land uses and includes both professional and general office types.

#### 1. Professional Office

Professional office use is concentrated on Olive Avenue, east of Van Ness, near the commercial center of the Tower District. It is permitted in this area as a conditional use. It also is to be permitted as a secondary use for the previously discussed Van Ness Avenue and Fulton Street mixed-use overlay district. Professional office, together with General Office use, also is a part of the mixed-use concept for Fulton Avenue between Alhambra and Belmont Avenues.

Professional office uses include dental, medical, chiropractic, acupuncture, psychiatry and other types of health care services in addition to accounting, law, design, and photography. Hours of operation may extend beyond those of the typical business day and clients are accustomed to knowing where to go by address and according to appointments rather than on a drop-in basis. This business schedule generally results in little disruption to neighboring residential uses.

#### 2. General Office

General office uses are identified for Shields Avenue due to the high traffic volumes and because Shields already has developed a predominantly non-residential land use character with a number of small office buildings. General office uses include banks, savings and loans, real estate agencies, and administrative agencies. Some general

## LAND USE

office uses such as banks, have customer use patterns that are typical of business day activities. Many are more internalized and consider, in large part, the work hours and access needs of their employees. The general office use is generally not sensitive to an active street environment and contributes to street activity only around opening times, at noon, and at the end of the work day.

### 4.3 INDUSTRIAL & LIGHT MANUFACTURING

The existing industrial and light manufacturing uses, located on the southwestern edge of the Tower District and south of Belmont Avenue, are sufficiently established and economically viable to argue that they should remain as part of the Tower District Land Use Plan. Both sides of Palm Avenue, south of Franklin, are identified as having such an established industrial land use character, with the mid-line of the alley to the east of Palm recognized as a generally effective edge between the industrial and the adjacent residential land uses.

### 4.4 PUBLIC FACILITIES

Public facilities for the Tower District include schools, a community center, a fire station, and a post office. The Caltrans right-of-way for the proposed Route 180 Freeway is considered in the Land Use Plan as a public facility. The location and character of each of these facilities already have been sufficiently discussed under existing conditions, and therefore do not require further characterization.

### 4.5 PUBLIC PARKS, PLAZAS & OPEN SPACE

Public park, plazas, and open space land uses are described in detail in the Open Space Element of the Tower District Specific Plan. They are summarized for reference in the Land Use Element as follows:

#### 1. Public Parks and Recreation Areas

- Dry Creek Park
- Creekside Pick-Up Parcels
- San Pablo/Belmont Recreation Area

#### 2. School Sites and Community Center

#### 3. Freeway Edge and Undercrossings

#### 4. Olive Avenue Public Plaza

#### 5. Public Streets

## **5.0 OPEN SPACE**





# OPEN SPACE

## INTRODUCTION

The presence of open space is designed to serve the public life of the Tower District, to expand recreational opportunities, and to take advantage of man-made and natural features. The components of the open space system are:

1. Public Parks and Recreation Areas
2. School District, College and Community Center
3. Freeway Edge and Undercrossings
4. Olive Avenue Public Plaza
5. Streetscape

Recommendations are provided to initiate a future Landscape Master Plan for public area improvements. The Master Plan will provide specific design concepts for the public parks, plazas, and streets identified in the Specific Plan. A brief discussion of each of the open space components follows.

## 5.1 PUBLIC PARKS & RECREATION AREAS

### 1. Dry Creek Park

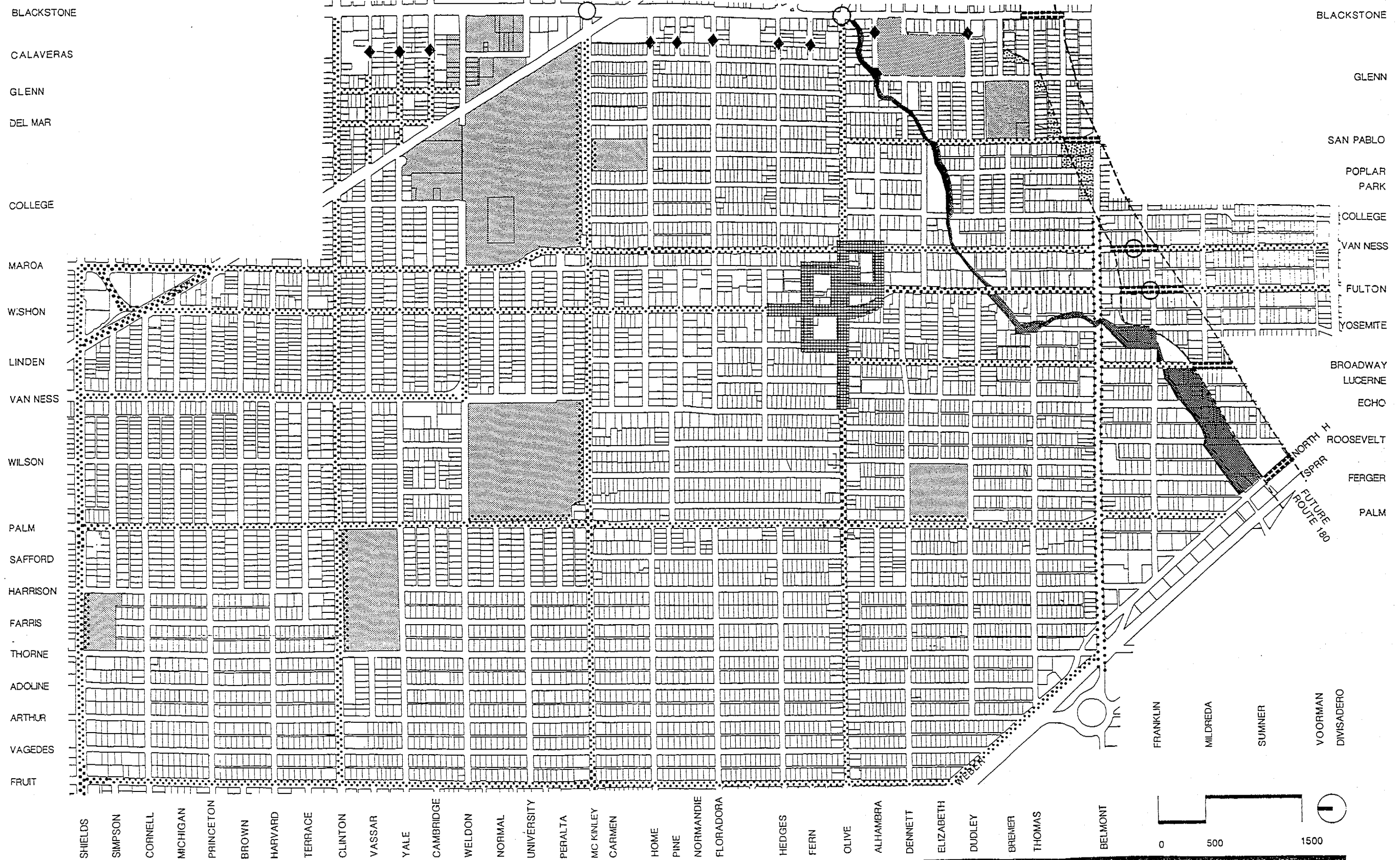
The public acquisition of approximately 33 additional parcels on the north edge of the proposed Route 180 Freeway between North "H" Street and Belmont Avenue represents a pivotal opportunity to create a major new open space of approximately 12 acres between the freeway edge and Dry Creek. The new park provides a landscape buffer between the freeway berm and the adjacent neighborhood, and allows sufficient depth for a more naturalized edge to the creek. The park area is sufficient for both passive and active recreational uses as well as for a creekside trail that would be the longest, unbroken part of an intermittent creekside trail system through the Tower District.

### 2. Creekside Trail and Pick-Up Parcels

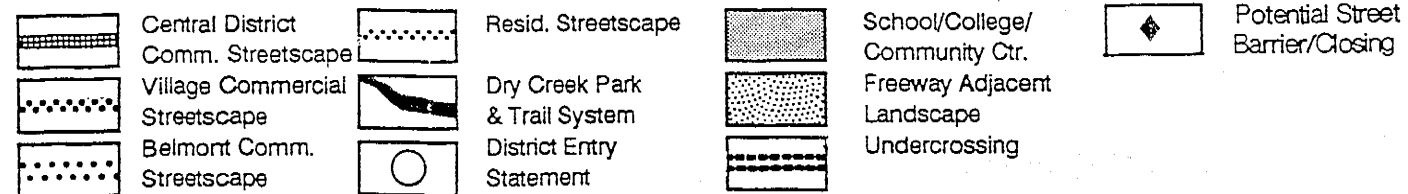
The general feasibility of a creekside trail system through the Tower District is dependent upon the following actions:

- securing of easements where necessary;
- improvement of existing creekbank rights-of-way to permit a nearly continuous, comfortably-wide creekside path; and





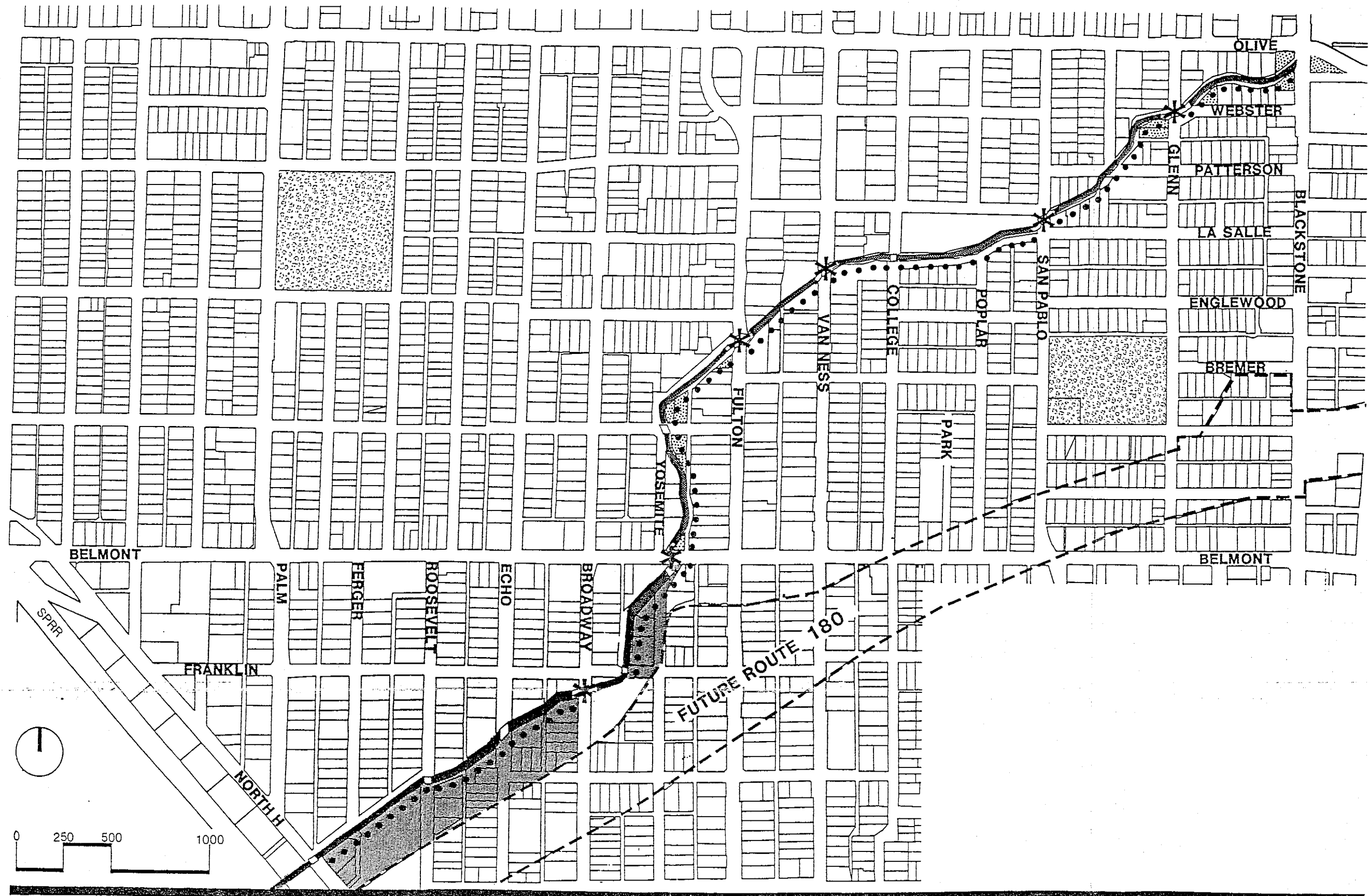
## LEGEND









## TOWER DISTRICT Open Space

Figure 5-1  
Wallace Roberts & Todd





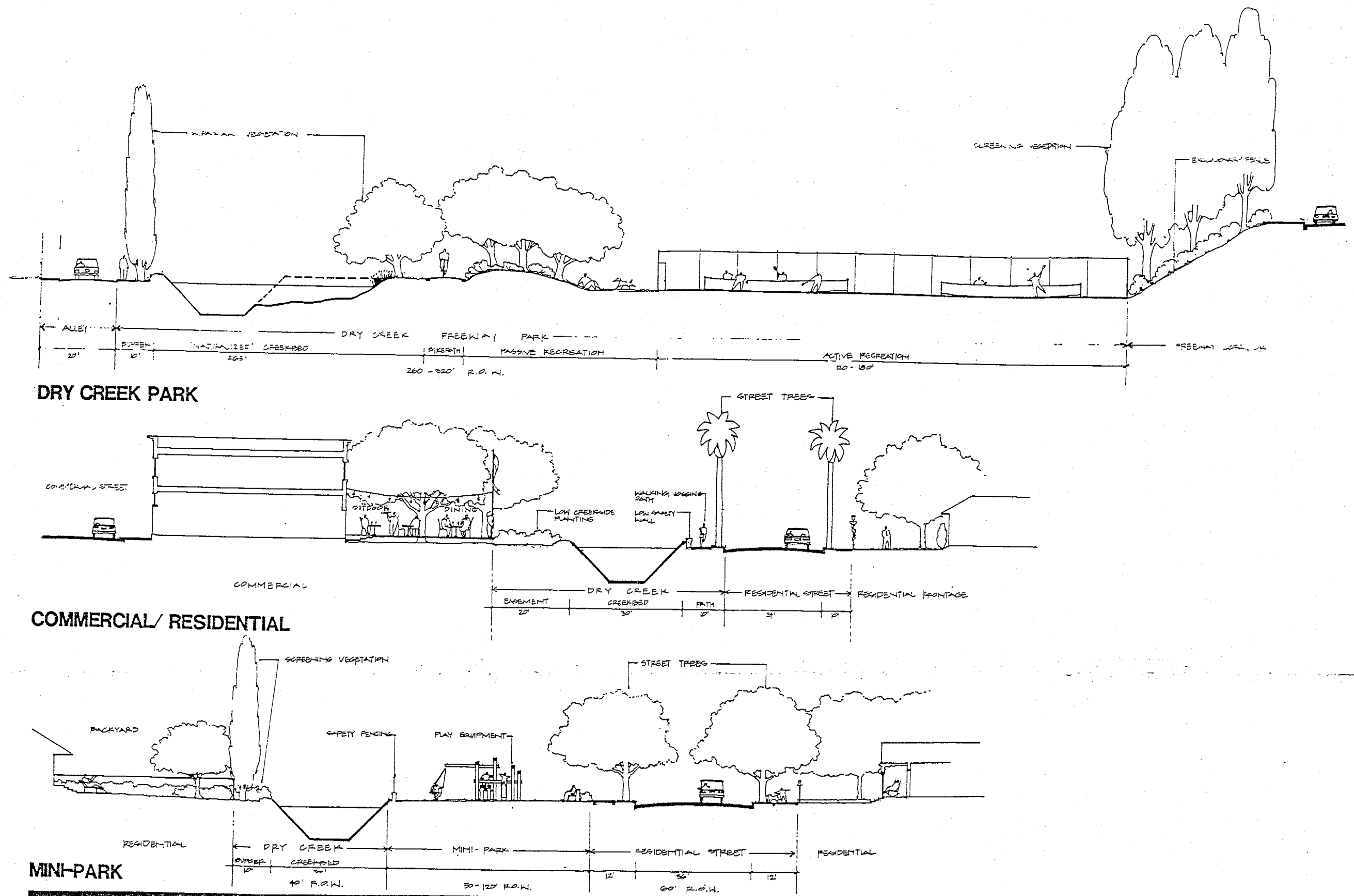
# LEGEND

- |   |  |
|---|--|
|  DRY CREEK               |  STRATEGIC PICK-UP PARCELS |
|  PROPOSED TRAIL SYSTEM   |  MAJOR BRIDGE CROSSINGS    |
|  PROPOSED DRY CREEK PARK |  SCHOOL SITES              |

## TOWER DISTRICT Dry Creek Park

Figure 5-2  
Wallace Roberts & Todd





## TOWER DISTRICT Dry Creek Sections

Figure 5-3  
Wallace Roberts & Todd





## OPEN SPACE

- marking minor detours in certain residential areas where access is impeded.

Certain irregular shaped parcels along the creek edge, identified as pick-up parcels on the Open Space map (Figure 5-2), are strategic opportunities for greatly expanded public access, both visual and actual, to Dry Creek. The pick-up parcels are not necessarily identified as being recommended for public acquisition. Some, like the lovely two-story Mediterranean style house with landscaping at Glenn and Webster, already serve to greatly enhance the creek. Rather, the parcels are to be understood as being subject to future guidelines for creekside access and landscape improvements.

If publicly acquired, many of the pick-up parcels also would provide neighborhood mini-parks for any number of neighborhood recreational functions, including preschool play lots, picnicking, and informal games. Attractively designed fencing which allows creek visibility may be required for certain portions of the creek, for example, where play lots are nearby. Vacant parcels, in other locations in neighborhood areas, also are to be identified and considered for mini-park use wherever possible by the Landscape Master Plan. The high-density residential district adjacent to Fresno City College in the northeast portion of the Tower District is a high priority area for one or more neighborhood parks or tot-lots.

Within commercial use areas, the creekside parcels represent a valuable amenity for outdoor cafes and, in terms of views, for enhancing the setting of all types of retail functions. Within residential areas, many of the privately owned creekside parcels are already well integrated with the canal and understood for the special landscape interest which they provide.

The recommended Landscape Master Plan for the Tower District is to establish landscape criteria and guidelines which address subjects, to include: required setbacks and fence design to protect visual access to the creek; public acquisitions for trail access and open space; special landscaping; and streetscape treatment adjacent to the creek. Illustration of these and other Specific Plan open space and landscape design concepts is provided by the accompanying maps and sections.

### 3. San Pablo/Belmont Open Space

The Caltrans owned parcels adjacent to the City owned right-of-way for the closed portion of Poplar and Park Avenues are not particularly valuable for development purposes because they will be under the

## OPEN SPACE

freeway structure and because access is limited by the plan to widen Belmont between San Pablo and College Avenues in order to build a turn-control median. From an urban design perspective, the San Pablo/Belmont area provides the only ground level views under the freeway that are not limited to an undercrossing, so that the open space use also serves as some mitigation to the wall-like effect of the bermed roadway. This area, therefore, is to be maintained as open space and is to be landscaped to the extent that planting is possible under such a freeway undercrossing. Lighted, hard surface playing courts built and fenced for active recreational use are recommended. The play areas add a neighborhood amenity which is beneficial to maintaining the value of adjacent residential areas.

### 4. Undercrossings

Streetscape design for the five undercrossings is to provide the following conditions for safe and inviting pedestrian access:

- a minimum sidewalk width of 10 feet;
- special design guardrails;
- high level, natural quality lighting;
- tile or other high quality finish material for berm edge along sidewalk; and
- pedestrian security alarm system.

The undercrossing design for Fulton and Van Ness is to recognize the historic significance and character of these two streets. South of Belmont Avenue, both Fulton and Van Ness have been great city streets since the turn of the century because of their grand residential buildings. If the two undercrossings are to be designed according to policies put forth in the Central Area Plan as "Gateways," the entry statement implied by the streetscape treatment must primarily acknowledge and respect the grand residential character of these two historic streets.

### 5.2 SCHOOL DISTRICT, COLLEGE & COMMUNITY CENTER SITES

The Fresno Unified School District sites and the Ted C. Wills Community Center will continue to be the primary recreational open space for the Tower District. Continued consideration of opportunities for joint development and use of the Old Administration Building at Fresno City College is recommended as a way to make the College a more integral part of the Tower District. In the context of public area

## OPEN SPACE

improvements, double and triple rows of trees and other types of substantial landscaping are recommended for school and college frontages along major corridors, McKinley and Palm Avenues, as a way to reinforce their residential character and to visually connect the sites.

The educational and community center sites of the Tower District include huge amounts of surface parking. FUSD considerations to utilize the Hamilton School site for special high school extension programs or for adult education must be carefully reviewed to ensure that on-site parking is improved to current City standards. Surface parking lots are to be landscaped according to recommended concepts, as will be established in the Landscape Master Plan, to reduce the adverse visual and environmental impacts of large areas of hard surface paving.

### 5.3 FREEWAY EDGE & UNDERCROSSINGS

#### 1. Freeway Edge

The proposed 180 Freeway will be a dominant physical form for a large portion of the Tower District. It will create a new edge from approximately Blackstone and Belmont Avenues, diagonally to a point on North "H" Street one block south of Palm Avenue. The freeway is designed to be built on reinforced earthen berms, approximately 20 feet high, with the following Tower District streets maintained as undercrossings: San Pablo, Van Ness, Fulton, Broadway, and North "H". Belmont Avenue is maintained as a through east-west arterial street under the freeway structure. It is to be widened under the freeway with a median to control turn movements.

The landscape treatment of this major new physical feature, including the undercrossings, will be extremely critical to minimizing its adverse impact on the established character and cohesiveness of the Tower District, e.g., the historic Fulton and Van Ness corridor, and the late nineteenth-century residential neighborhoods between the freeway and Divisadero. Landscape character of the freeway berms is to be addressed specifically in the Landscape Master Plan. The Specific Plan directive is that the landscaping include trees and shrubs and that it not be restricted to ground cover. Tree and shrub selection is to be responsive to the proximity of an established, valued urban residential area and not to be limited to a generic freeway palette. Tree types with a strong identification to distinctive residential streets in the district, deodar cedar for example, are not to be used along the freeway edge. The freeway landscape improvements are to promote an appropriate visual buffer to adjoining, finely-scaled neighborhoods. The landscape treatment is to provide a generous, garden-like setting for the freeway.

## OPEN SPACE

Such planting may require a higher level of water and maintenance than is standard for freeways in non-urbanized areas.

### 2. Freeway Berms and Additional Remnant Parcels

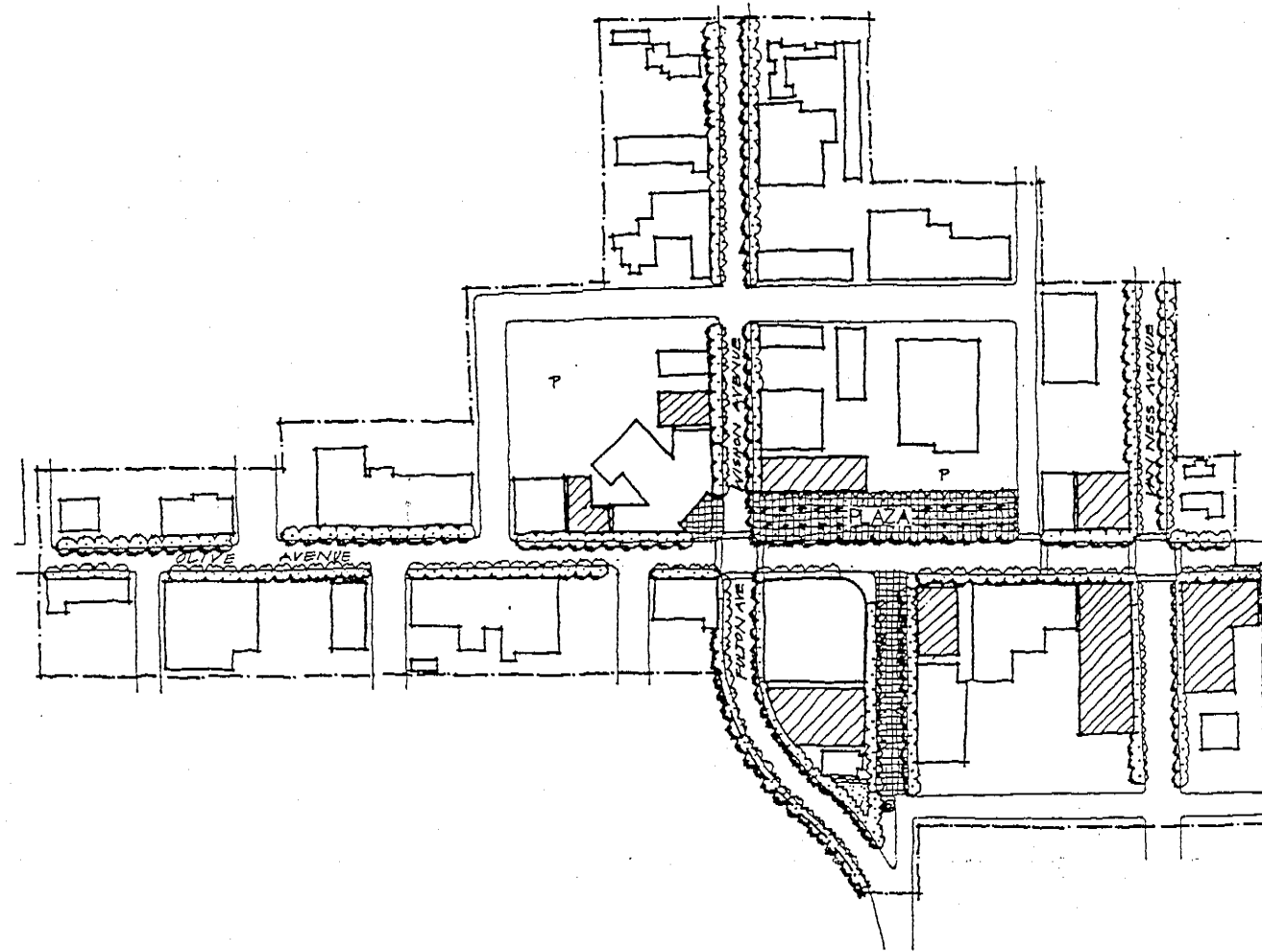
The reinforced berms consequently must be designed to permit the maturing of tall trees, vertical planting, and underplanting that will provide a visual buffer along the freeway edge. This edge landscaping must also be designed to provide a terminus to the view corridors along the north/south streets that no longer will provide access through the District. Between North "H" Street and Broadway, the recommended Dry Creek Park will provide a landscape transition between the residential area and the freeway edge, which as a naturalized area, is to be considered carefully in the landscape design of the adjacent freeway berm.

The access to and development potential for additional parcels along the north edge of the freeway east from San Pablo Avenue to the Blackstone interchange also will be adversely affected. These parcels are identified on the Open Space Map and represent additional opportunities to provide open space for landscaping and pedestrian access that can help to buffer the freeway edge in this portion of the Tower District.

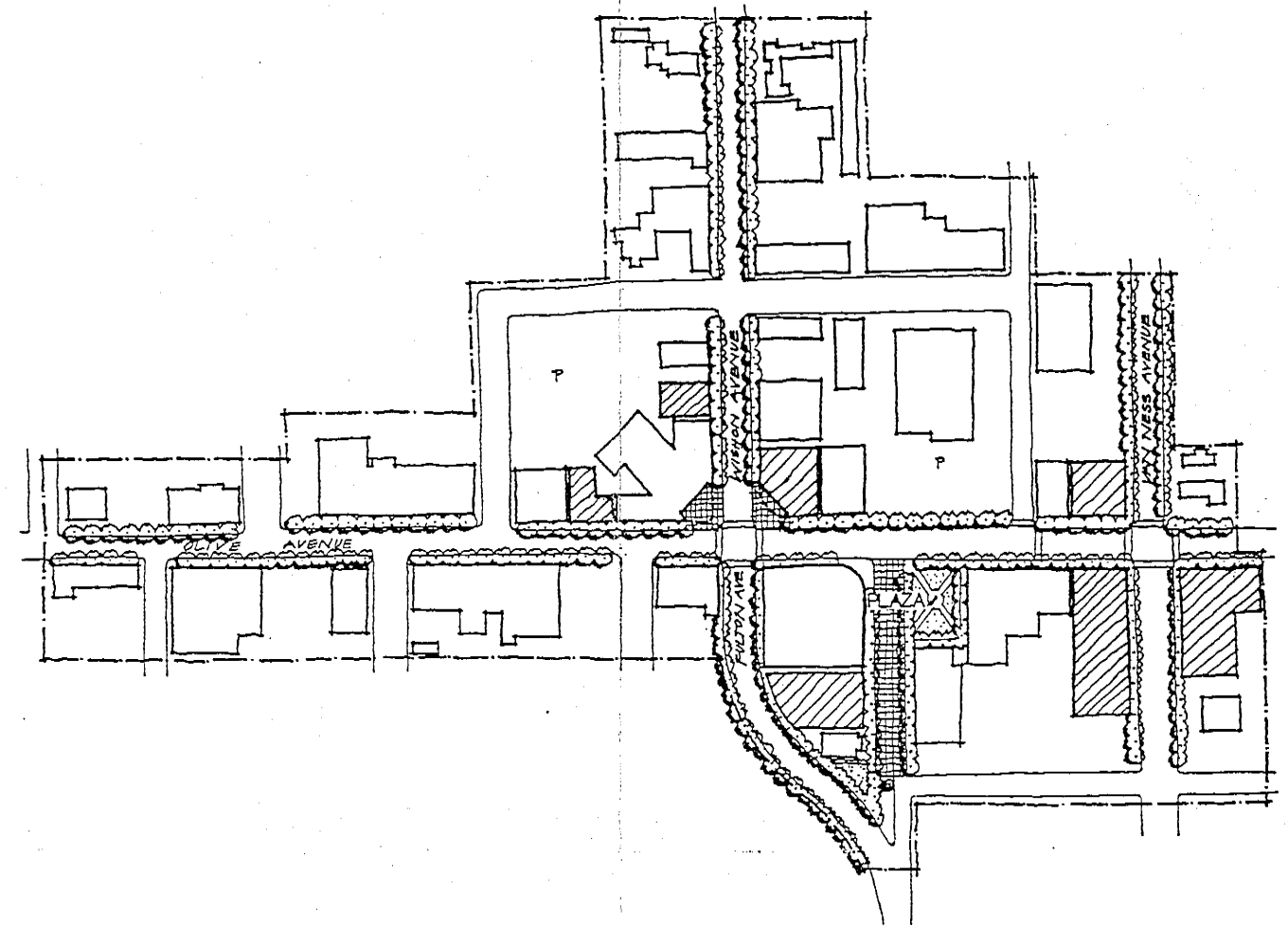
### 5.4 CENTRAL OLIVE AVENUE PLAZA

Construction of a major public plaza is strongly recommended for the Central Olive Avenue Commercial District. The recommended location for this new plaza is on the north side of Olive Avenue between Maroa and Wishon Avenues. This location would require the public acquisition of additional right-of-way, approximately 10-15 feet along the street frontage; the relocation along the same frontage of one existing business; and the re-striping of surface parking for another existing business.

An alternative plaza location is identified on the south side of Olive Avenue adjacent to and including the Fulton Street right-of-way to Alhambra Avenue. This alternative plaza location would require acquisition of one vacant parcel and possibly the loss of some or all of the public parking spaces on the one block portion of Fulton Street. The alternative location is less visible from the two important cross streets, Fulton Street and Van Ness Avenue, than is the plaza location on the north side of Olive Avenue; and it would be less effective as a space that



OPTION A



OPTION B

## TOWER DISTRICT

### Olive Avenue Plaza

Figure 5-4

Wallace Roberts & Todd



## OPEN SPACE

visually unifies the Central Olive Avenue area. It probably would be easier to acquire for public use than would the north side location.

This new plaza is the single most influential public area improvement for the Central Olive Avenue Commercial District. It establishes an important type of formal public space that does not exist anywhere within the Tower District and one that is of great potential benefit to both commercial development and to the public life of the District. Its landscape treatment is to be decidedly urban in character, to support its role as a major gathering place and promenade.

### 5.5 STREETScape

In addition to the conservation of existing streetscape elements within Tower District residential areas, specific streetscape improvement programs are identified as an appropriate subject for more detailed development in the Landscape Master Plan. The Landscape Master Plan is to address the following streetscape areas:

- Central District Commercial
- Village Commercial
- Belmont Avenue Commercial
- Residential Arterials and Collectors
- High Priority Residential Area
- Fulton Street/Van Ness Avenue Historic Corridor
- Shields Avenue Edge

#### 1. Central District Commercial

The Central Olive Avenue Commercial District is comparable in its functions to a small downtown. The recommendations for streetscape guidelines and public area improvements projects, to be developed in detail by the Landscape Master Plan, emphasize the importance of an expansion of commercial development from a strictly linear strip to include the few adjacent blocks in the area between Van Ness and Wishon Avenues. Certain aspects of the Olive Avenue streetscape, such as street lights and sidewalk treatment, are to remain consistent throughout the entire Tower District. Recommendations for those

## OPEN SPACE

elements that emphasize the more concentrated, central commercial district character of this area are discussed below:

- Storefront and display window lighting are to be the primary means for additional illumination of the sidewalk and street areas.
- Special paving materials and treatment are appropriate for public areas, such as the recommended new plaza, which are located beyond the public sidewalk right-of-way.
- Full public access is to be provided for the mobility impaired, and there is to be a high level of pedestrian amenity for the street, including benches where appropriate, trash receptacles, on-street parking, and shade trees.
- Awnings and other shade-providing elements on building facades will greatly enhance pedestrian amenity.
- Street trees, well spaced and pruned to allow visibility to storefronts, provide a major opportunity for creating a special identity for the Central Commercial District. The recommended street tree is to provide shade for pedestrians, be sufficiently distinctive to establish an image separate from that of the nearby residential streets or other commercial streets.

### 2. Village Commercial

Portions of Van Ness, Olive and Shields Avenues and Fulton Street are identified as small-scale, fine-grained commercial use areas responsive to neighborhood shopping. Portions of these streets are predominantly pedestrian in character, make intensive use of convenient on-street parking, and are seldom more than a few blocks long. Fulton Street is part of a designated scenic drive and streetscape improvements for the commercial portion of that street are to consider the historic character of the corridor.

Recommendations for streetscape improvements in village commercial districts include:

- overall consideration of the commercial zone as having a neighborhood character, with a design approach that is primarily responsive to simple functional requirements, including durable materials and pedestrian needs;
- a neutral setting for the commercial imagery of individual merchants, i.e. no thematic or festival market design; and



## OPEN SPACE

- respect for storefront visibility, with street tree selection, where appropriate, to allow pruning above a ground floor commercial height (12-15 feet); storefront signs and display windows are not to be obscured from street view; awnings for shade are entirely appropriate and may eliminate the need for shade-providing street trees.

### 3. Belmont Avenue Commercial

Belmont Avenue remains a low intensity, general commercial corridor with auto-oriented, strip commercial development built to the property line. The historic date palm planting near the Palm Avenue intersection is an established streetscape image for Belmont Avenue and is the logical street tree for a recommended streetscape plan. Streetscape improvements are to be simple and in keeping with the straightforward commercial character of Belmont. West of the Palm Avenue intersection the intensity of use changes somewhat, but the streetscape is to remain consistent from Blackstone to the railroad undercrossing at the west end.

### 4. Residential Arterial and Collector Streets

Increased traffic volumes on residential portions of arterial and collector streets in the Tower District require additional landscape improvements to provide an appropriate level of amenity for residents that is lacking by comparison with amenity levels existing on adjacent neighborhood streets, and to provide protection from the erosive nature of the higher levels of traffic. As discussed in the Land Use Element, Shields, Clinton and McKinley Avenues have traffic volumes that are higher than those for Olive and Belmont Avenues. A discussion of recommended streetscape concepts for individual arterials and collectors follows:

#### *Palm Avenue*

Palm is predominantly residential in character, with heavy through traffic that is erosive to its overall quality of life. Within the existing public right-of-way, the City is to commit to the construction of landscape improvements designed to mitigate existing traffic impacts. The street landscaping is to be coordinated with that for the school sites on Palm Avenue as discussed above.

#### *McKinley Avenue*

Like Palm, McKinley Avenue is a residential street heavily impacted by traffic. The traffic volumes on McKinley are even higher than those on

## OPEN SPACE

Palm. The landscape design for McKinley is to address the traffic impacts created by the fact that McKinley is a main connection between the Fresno Air Terminal and Highway 41. It is recommended that the Landscape Master Plan identify a high image design for street tree planting for McKinley together with special entry planting at Blackstone and Fruit Avenues.

### *Clinton Avenue*

Clinton Avenue is comparable to both Palm and McKinley in being a predominantly residential, high volume through street. Though of a lower priority, it also is designated for increased streetscape landscaping as a mitigation to traffic impacts.

### General Recommendations

In general, street trees for residential arterials and collectors are to be large crown canopy trees with a mature height of over 30 feet. They are to be selected and spaced with reference to the City tree inventory and recommended species list. The salad bowl landscape effect is to be avoided. Ornamentals also are to be avoided except as a secondary tree. The tree selection for individual streets is to be character defining based on a hierarchy to be established by the Landscape Master Plan. Street name or history can be one guide to identifying a predominant street tree character.

Certain of the residential arterials and collectors, San Pablo, McKinley, and Clinton Avenues, are fronted by community center and school sites which are identified for landscape improvements. The street landscaping is to be designed in coordination with the frontage landscaping for these public sites as discussed in Section 5.2.

Shields and Fruit Avenues, as well as Clinton Avenue east of Maroa Avenue; are edges to the Tower District Specific Plan area. Clearly, street landscaping projects for these streets are to include both sides of the street. The use character of Fruit and Clinton is predominantly residential. Shields Avenue, the north edge of the Tower District Plan area, is a designated general office corridor and its streetscape character is discussed at the end of the streetscape section. The Weber Avenue edge is an opportunity to design Weber Street landscape improvements that are complementary to views of Roeding Park landscaping across the railroad tracks.

## OPEN SPACE

### 5. High Priority Residential Areas

Certain residential neighborhoods in the Tower District require immediate and high quality public area improvements to achieve plan goals and objectives for stabilization and revitalization. One such neighborhood is the area immediately northeast of Fresno City College. At present, the street areas are a great contrast to the generally well landscaped and maintained streetscape of the rest of the Tower Plan Area. Under the Specific Plan Open Space Element and, as part of the Landscape Master Plan, this neighborhood is targeted for a streetscape and public area landscape improvements program to create public area amenities, including one or more small parks or play areas supportive of the designated land use as a high-density residential area.

Another high priority area, but one which requires less intensive streetscape improvements, is the neighborhood south of Belmont and east of Palm Avenues. The proposed Dry Creek linear park along the edge of the Route 180 Freeway berm, including the Creek Channel, will provide a major amenity which can be further enhanced by longer-term streetscape improvements.

### 6. Fulton, Van Ness and Weldon Avenues

Weldon Avenue, with its median between Maroa and North Van Ness Boulevard, is a part of the scenic Fulton, Van Ness corridor through the Tower District. The residential portions of Fulton and Van Ness Avenues have a historic landscape character which is to be conserved and enhanced, and which is to set a direction for any streetscape program for the non-residential portions of those streets. The Deodar Cedar is an established street tree for portions of North Van Ness Boulevard, especially north of Clinton Avenue, and for a few remaining blocks of Fulton south of Belmont Avenue. The Deodar is not to be used for other streets or corridors in the Tower District. The Weldon Avenue landscape median is to be preserved.

### 7. Shields Avenue Edge

The non-residential use character of Shields Avenue includes neighborhood commercial uses east of the railroad right-of-way. As an edge street, the streetscape program is to be coordinated with plans and land uses for adjacent areas and streetscape improvements are to be designed for both sides of the street corridor. The designated general office uses are such that, together with the traffic volumes, Shields will have very little pedestrian activity. Street trees can be ornamental. The

## OPEN SPACE

neighborhood commercial frontage is more analogous to that of a small shopping center and the streetscape character is not expected to be particularly pedestrian. Street trees do not need to provide shade, but are to be chosen for their ability to define the street while allowing visibility to office and commercial frontage and signs.

The Shields Avenue street tree is to have a grand character sufficient to define the edges of Shields Avenue as a major east-west corridor while also allowing appropriate visibility for the frontage along the Tower District edge. The school site is an opportunity for additional landscape to enhance the street edge, as with the other school sites in the Tower District.

## **6.0 CIRCULATION**



# CIRCULATION

The circulation element is based on the Land Use Plan for the Tower District, which assumes a slight increase in population over the next twenty years with in-fill development for residential, commercial, and office development.

## 6.1 TRAFFIC CIRCULATION

### 1. Street Classifications

Major streets located within the Fresno-Clovis metropolitan area have been classified according to their function in serving vehicular movements. These classifications are described below:

- **Freeways:** These are divided highways having no direct access and no intersections at grade. All access is achieved by on-and-off ramps.
- **Expressways:** These are generally four-lane, divided roadways with access limited to signalized, at-grade intersections with major streets. No expressways exist or are planned within the Tower District.
- **Arterial Streets:** These are generally four-lane divided roadways signalized at half-mile intersections with major streets. Access is highly regulated, but not as restricted as on expressways. Arterials located in older portions of Fresno, such as the Tower District, often provide access to adjacent land uses and have signal spacings of less than half-mile intervals.
- **Collector Streets:** These are generally four-lane, undivided streets and provide service for internal traffic movement within an area and connect local traffic to the arterial street system. Access to abutting property is generally permitted.
- **Scenic Highways:** These are streets with significant visual qualities, usually related to adjacent mature specimen trees or the quality of residential structures and landscaping along the corridor.

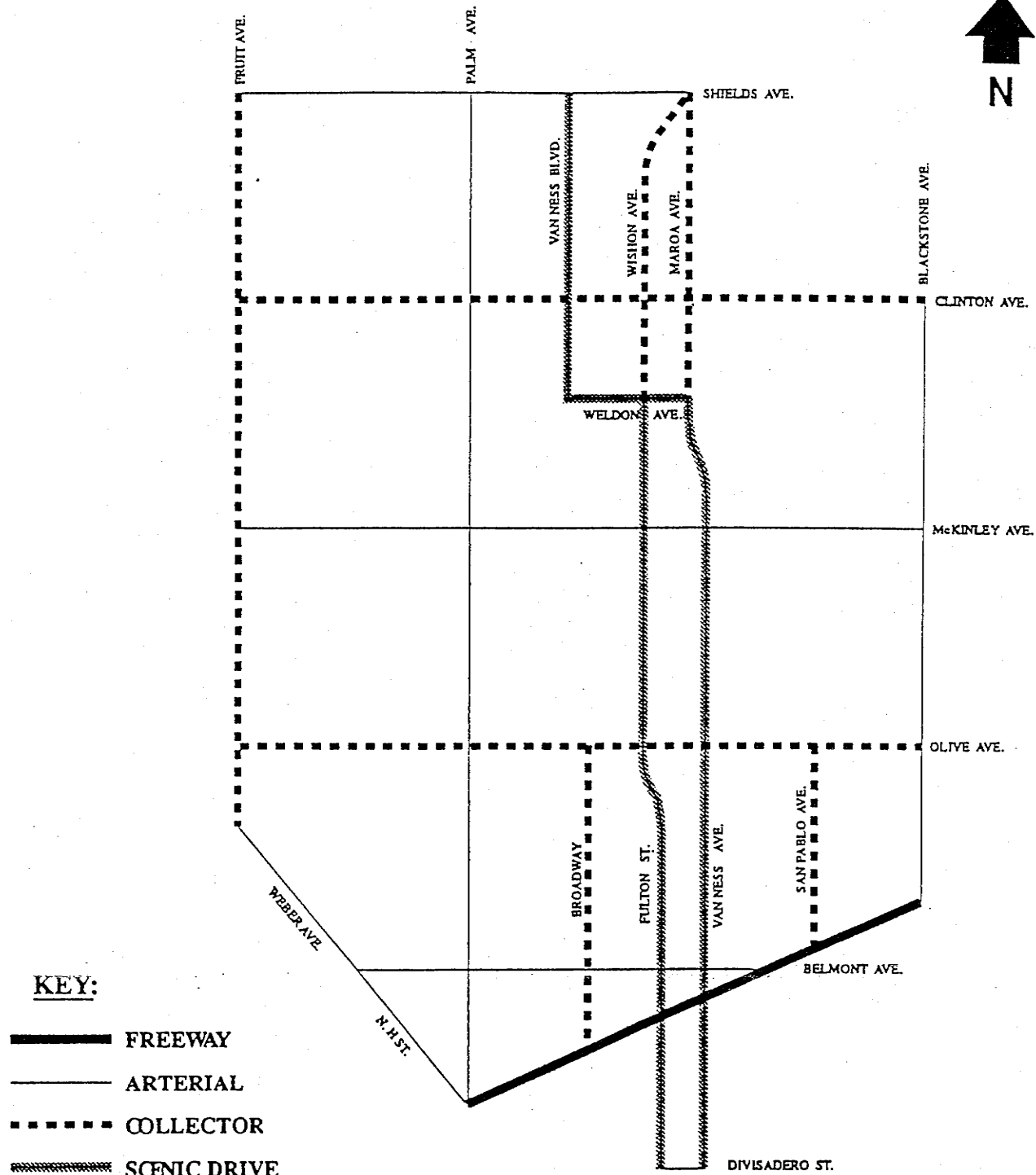
The existing classification of streets within the Tower District is shown in Figure 6-1. None of the proposed policies or actions contained in the Tower District Specific Plan would change any street classifications.

### 2. Street Conversions

The plan recommends that the City of Fresno initiate an operational study to implement the conversion of the north-south one-way couplet of Van Ness/Maroa Avenues and Wishon Avenue/Fulton Street to two-way







SOURCE: 1984 Fresno General Plan

## TOWER DISTRICT SPECIFIC PLAN

STREET CLASSIFICATIONS



FIGURE  
6-1



## CIRCULATION

streets. The conversion would assist in acknowledging Van Ness Avenue to be predominantly a residential street of significant historic character for Fresno as well as the Tower District. Commercial-oriented traffic would be concentrated on Fulton Street, also to be converted to two-way traffic. Historically, Fulton is the predominant north-south commercial street through the Tower District. The locations of the impacted street segments are shown on Figure 6-2.

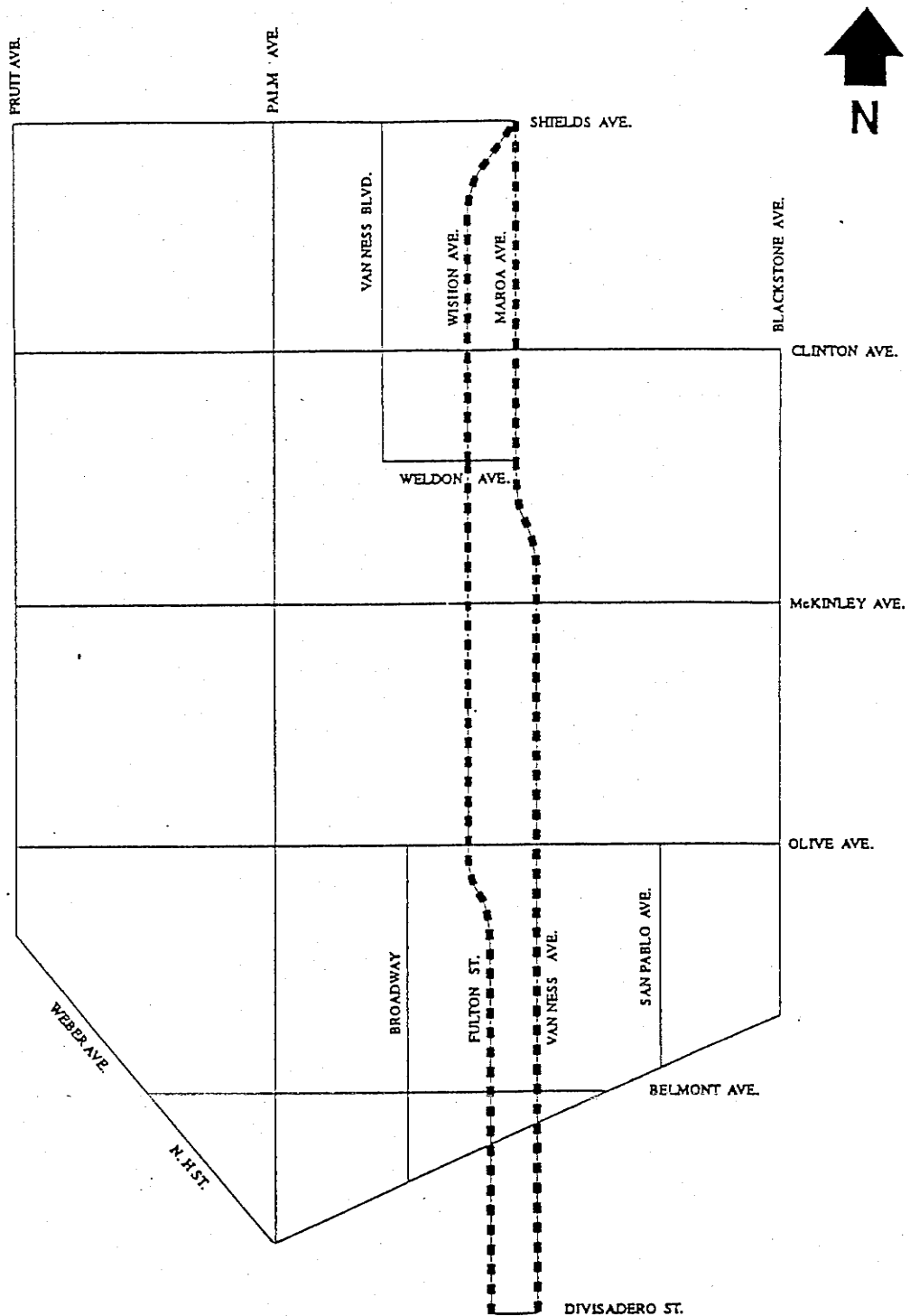
These streets were converted to one-way operation in 1961 to accommodate north-south traffic between northern Fresno and downtown. Existing and projected traffic volumes indicate that conversion back to two-way operation is feasible. State Route 41, which was fully functional in 1989, now offers a high-capacity, high-speed alternate route between downtown and north Fresno. Maroa Avenue is the extension of the Wishon/Maroa one-way couplet north of Shields Avenue. Due to capacity limitation, this corridor is not being used for long-distance travel.

Two major issues must be addressed prior to implementing the conversion to two-way operation. The first is to confirm that existing and projected traffic volumes can be accommodated by the two-way street system. Projected traffic volumes are a concern in the lower portion of the corridor, given the proposed interchange at State Route 180. The highest volumes will be found south of Belmont Avenue.

The second issue is design of the transition from a one-way system to a two-way system. The transition would be made at Shields Avenue to the north and near the future freeway interchange to the south. The existing one-way street system would remain in place south of State Route 180, given the downtown one-way street system. The concern at Shields Avenue is to provide an effective transition from Maroa Avenue north of Shields to Wishon Avenue. This transition would serve the predominant north-south traffic flow.

No changes to the existing curb-to-curb street width are anticipated as part of the conversion. Existing on-street parking would be maintained. The only exceptions will be to prohibit parking adjacent to the right curb at approaches to intersections and the possible need to eliminate parking near the future state Route 180 Freeway interchange. Conversion to two-way operation assumes that the number of existing lanes on each street will be maintained and that no changes in lane width will occur. It is anticipated that the three-lane section of Wishon Avenue/Fulton Street will also be maintained, with the center lane becoming a continuous left-turn lane. South of the future freeway, Van Ness Avenue and Fulton Street will serve as connectors between downtown and the interchange with State Route 180. Both streets now





## TOWER DISTRICT SPECIFIC PLAN

STREET CONVERSIONS



FIGURE  
6-2



## CIRCULATION

provide continuity to the one-way street system found in the downtown area. Conversion of the section between the freeway and Divisadero to two-way operation could create a bottleneck at Divisadero, given the number of lanes in the northbound direction. It is understood that as part of the downtown circulation study currently underway, there will be a re-analysis of the one-way street operations. Should Van Ness Avenue and Fulton/Broadway become two-way in downtown, then it would be logical to consider two-way operations north of Divisadero.

Given the current street system which links downtown, the most logical location to make the transition from one-way to two-way operation to the south is at the State Route 180 interchange. However, the high volumes projected by the Council of Fresno County Governments and Caltrans on both Van Ness Avenue and Fulton Street between the freeway and Belmont Avenue would appear to preclude any change south of Belmont Avenue. To implement two-way operations south of Belmont Avenue with the interchange in place would require the elimination of on-street parking. Recommendations for retention of on-street parking south of Belmont Avenue is discussed in a following section of the Circulation Element (p. 6-19). Should a re-evaluation of the State Route 180 freeway corridor result in the elimination of the proposed freeway or modifications to the Van Ness/Fulton interchange, the future traffic volumes would likely be reduced on Van Ness Avenue and Fulton Street. Such a reduction of volumes possibly could allow for both conversion to two-way operations and retention of on-street parking between Belmont and Divisadero.

### 3. Street Closures

The Tower District Specific Plan recommends the installation of street closures through the use of a barrier or barricade for the residential neighborhoods immediately west of Blackstone Avenue. These closures would prevent the flow of traffic between the residences and Blackstone Avenue, would serve to minimize the intrusion of commercial traffic from Blackstone Avenue onto the residential streets, and would enhance the residential character. One form of street closure has already been installed on Hedges Avenue.

The Tower District Specific Plan recommends an expansion of portions of the commercial area west of Blackstone Avenue. This expansion would increase the viability of the strip commercial frontage now found along Blackstone Avenue. It also would allow for a more distinct separation between commercial and residential uses. By the time build-out of the Specific Plan occurs, conceptually within 20 years, it is

## CIRCULATION

recommended that a cul-de-sac be installed on each local residential street that intersects with Blackstone Avenue. An example of the desired condition is found along Blackstone Avenue north of Shaw Avenue, where residential streets do not intersect with Blackstone Avenue.

The proposed barriers are recommended to be constructed to prevent the flow of through traffic on certain residential streets. Planters, or a short wall, could serve as barriers, the design of which needs detailed study. The physical barrier also is to provide a visual barrier which discourages traffic into the area. Since the primary purpose of the barrier street is to prevent through traffic from using the residential street, it does not necessarily need to restrict pedestrian and bicycle movements.

It is not anticipated that the public right-of-way be abandoned where these barriers will be installed. Design of the barriers will need to accommodate storm water run-off. Landscaping is not to interfere with underground utilities. The barriers are to be designed to incorporate landscaping which requires low maintenance. They are to be simple in terms of design, making greater use of trees and shrubs and minimizing extensive ground-covers that are difficult to maintain.

Between now and full implementation of the plan, each street needs to be examined on a case by case basis. Several streets are likely candidates for some type of temporary barrier today. These would include Vassar, Webster, Englewood, and Pine Avenues.

Temporary barriers are not immediately feasible on certain streets, as residential and commercial development currently overlap on some streets which intersect with Blackstone Avenue. These streets include Yale, Cambridge, Hammond, Floradora, and Home Avenues. Such a land use pattern makes it very hard to install a temporary barrier which will separate usages, as the barrier could result in either having commercial uses on the residential side or in having houses on the commercial side.

Both permanent and temporary barriers can be designed to allow emergency access, should the needs of the fire and police departments require through access on any of the streets. Such access requirements must be decided at the time that each barrier is being considered.

The traffic impacts of these barriers are probably insignificant as they are planned for very low-volume streets. Possible traffic diversion to Belmont, Olive, McKinley, Weldon and Clinton Avenues is also probably minimal. Future commercial growth as foreseen by the Specific Plan would be focused on Blackstone Avenue and would have little or no impact within the Tower District. Blackstone Avenue will



## CIRCULATION

probably be able to readily absorb the traffic generated by future commercial growth, as existing volumes are low relative to the capacity of the street.

### 4. Olive Avenue Improvements

The City of Fresno currently plans to resurface Olive Avenue from Fruit Avenue to Van Ness Avenue. This project is currently proposed as a curb-to-curb replacement of what exists today. The City has decided not to undertake the project until the Tower District Specific Plan has been completed and approved.

Olive Avenue in the project area contains a large number of curb cuts that serve numerous driveways. These curb cuts take away potential on-street parking spaces beneficial to local businesses. They also represent potential conflict points between pedestrians using the sidewalks and vehicles using the driveways that the curb cuts serve. Both conditions are detrimental to the potential of the urban commercial environment of the Tower District. Curb cuts also reduce traffic flow on Olive Avenue and, consequently, its capacity.

It is recommended that, as part of the Olive Avenue improvements, efforts be made to minimize the number of curb cuts. Curb cuts can be eliminated by consolidating driveways and parking lots which lead to Olive Avenue and by reorienting vehicular access to the adjacent side streets which intersect with Olive Avenue. Each curb cut that can be removed would add one to two new on-street parking spaces. This recommendation is consistent with the policy for retaining and increasing on-street parking in commercial areas.

The intent of relocating vehicular access to adjacent side streets is to have the new driveway meet the side street just off Olive Avenue. The relocation will place commercial traffic on the side streets only between Olive Avenue and the new driveway. The intent is not to encourage a large increase in commercial traffic onto these side streets. Since most lots would only have a few parking spaces, the overall impact on the side streets is likely to be minimal.

Future improvements to Olive Avenue are not to require the widening of the curb-to-curb street width and are to maintain or increase on-street parking wherever feasible. However, existing bus stop areas, where parking is prohibited, also are to be maintained. Though the design of Olive Avenue is not consistent with current design standards for newer areas of Fresno, the existing and future traffic can be accommodated. Widening the street is inconsistent with goals, objectives and policies of the Specific Plan recommendations to enhance the Tower District commercial center. The future street improvement projects for Olive

# CIRCULATION

Avenue are to be consistent with streetscape recommendations described in the Open Space Element, and with Guideline Recommendations for Public Area Improvements.

## 6.2 BICYCLE & PEDESTRIAN CIRCULATION

### 1. Introduction

This section of the Tower District Specific Plan relates to utility-oriented bicycling rather than sport or leisure bicycling. Leisure bicycling is not as dependent on planned bikeways and is considered at length in the Metropolitan Trails Plan, a separate city plan document.

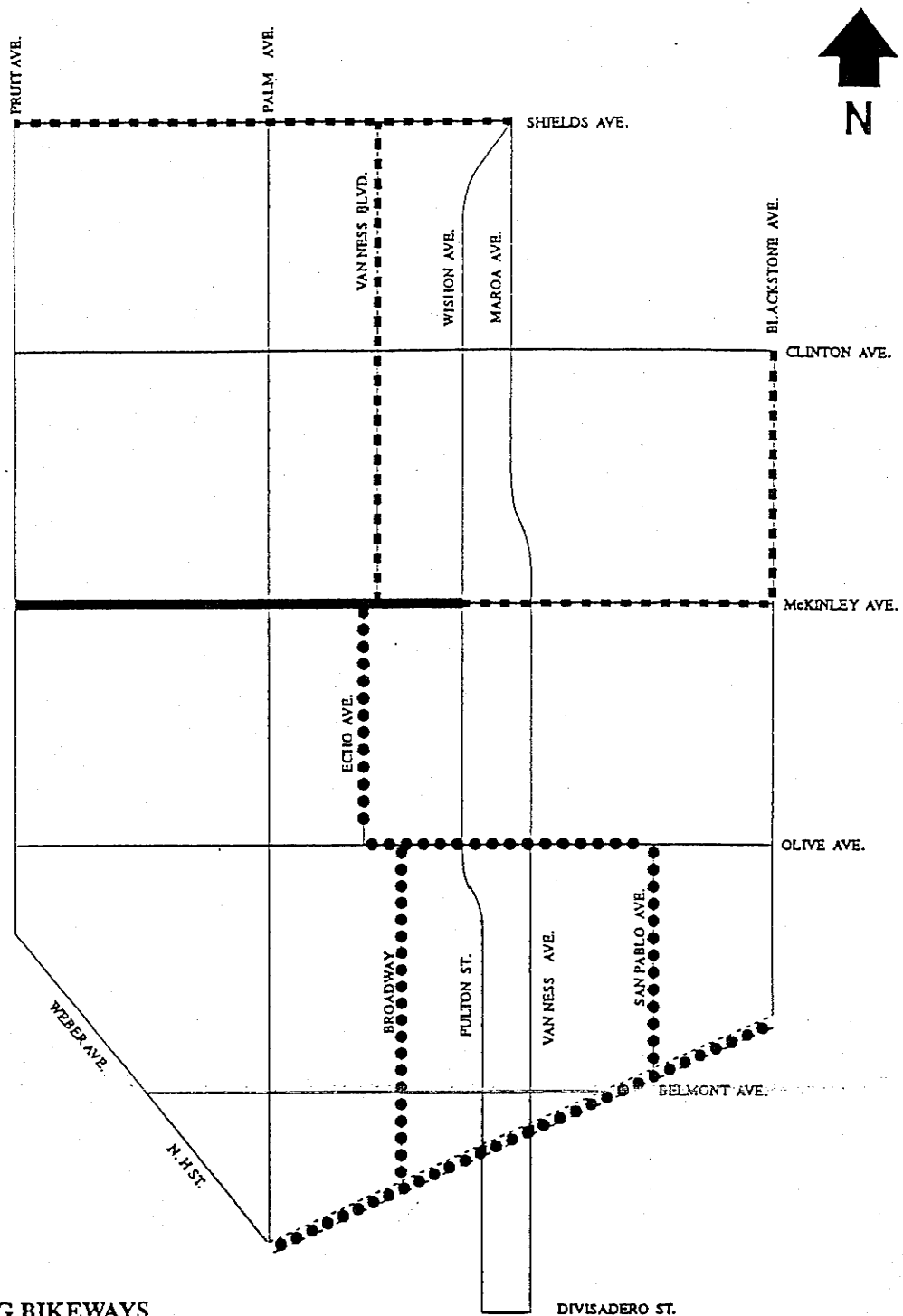
The Tower District possesses many characteristics which facilitate bicycling. Almost all of the local and major streets have been developed on a grid system. The grid reduces much of the circulation travel associated with more modern subdivision design by allowing a greater number of both direct and alternative connections between destinations. Also, mature trees shade many of the District's streets, making for pleasant bicycle travel. The compact, high amenity urban form found in much of the District may encourage bicycle trips as a viable alternative to exclusive use of the automobile. The policies of the Specific Plan encourage the conservation of this urban type development.

### 2. Background

Bicyclists share streets with motorists and are governed by the same privileges and responsibilities. Bicycles are not out of place on the road way. Indeed, many bicyclists currently use classified streets, and one can expect more bicyclists to appear on classified streets in the future as gasoline prices rise and air quality issues become more exigent.

Because bike riders move through their own exertions, they seek the shortest and straightest lines to their destinations. As mentioned in the introduction to this section, the Tower District contains mostly grid streets which offer quick and convenient access between points of travel. The different physical and operational characteristics of bicycles and automobiles make it important that some sort of considerations be made when the two modes operate in close proximity to each other. Bikeway is a general designation for several types of circulation infrastructure designed for bicycles. Types of bikeways are defined below:

- *Bike paths* have their own right-of-way developed exclusively for bicycle travel and are entirely separate from streets and highways.



## TOWER DISTRICT SPECIFIC PLAN

EXISTING AND PROPOSED BIKEWAYS



FIGURE  
6-3



## CIRCULATION

- *Bike lanes* are an on-street bikeway in which separate automobile and bicycle travel lanes are designated visually by signs and street markings.
- *Bike routes* are a system of streets with signs denoting them as a Bike Route, and with warnings that motorists should anticipate bicycle riders. The designation alerts bicyclists of desirable routing, often based on relatively low traffic volumes or continuity to activity centers.

The City designates certain streets as bikeways because they possess characteristics which facilitate bicycle travel. Concerns for safety, convenience, and proximity to activity centers control the designation of bikeways.

Because the Tower District is composed almost entirely of grid-system streets, a bicyclist can travel across or within the District in any direction along a local street as conveniently as when traveling on a classified street. The need for planned bikeways in the Tower District is, therefore, not as acute as in other, more contemporary areas of the City where modern planning and subdivision design has created circuitous, discontinuous local streets.

Recommendations for bikeways in the Tower District Specific Plan, therefore, are focused on the characteristics of destination points and on bicycle use in and around activity centers.

### 3. Bicycle Parking

Bicycle parking is to be provided in the Tower District commercial areas. This requirement is consistent with Tower District Specific Plan goals to reduce the dominant role of the automobile within the district. Bicycle racks are to be installed as part of the parking requirement for future commercial development. Installation is to meet the requirements of the City's ordinance for bike rack provision. Also, future streetscape improvements are to accommodate bicycle parking areas that are convenient to cyclists and that do not interfere with pedestrian movements. A consistent design for the bike racks is to be used, whenever appropriate, for the various identified commercial areas.

### 4. Bicycle Circulation

The 1984 *Fresno General Plan* includes a bikeway component within the Transportation Element. The General Plan recognized the dynamic

## CIRCULATION

nature of bikeway planning and provided for interim updates of its bikeways plan via the Community Planning process. By extension of this logic, the Tower District Specific Plan amends the General Plan bikeway component. In accordance with these bicycle planning efforts, the Tower District Specific Plan supports the implementation of future bikeways within the Tower District. Past bikeway plans have identified the Van Ness and Fulton/Wishon one-way couplet between Divisadero and McKinley as proposed bikeway routes. These streets possess several factors which impede their use as bikeways. They both contain on-street parking and narrow right-of-way, which reduce the space in which a bicyclist may safely travel, and have considerable peak volumes which increase the risk of bicycle/automobile collision. Since inadequate parking is a major concern within the Tower District, the elimination of convenient on-street parking is not recommended. Bike lanes can not be implemented at this time on these street segments without widening the existing streets. Such widenings would be inconsistent with the Tower District Specific Plan's Conservation and Land Use Elements.

Additional consideration is to be given to implementing a bikeway on San Pablo Street and/or Broadway. These streets represent two of the limited through streets which will not be severed by the future State Route 180 freeway. They offer a direct connection between the downtown area and the Tower District, and other neighborhoods to the north.

The draft update of the Roosevelt Community Plan addresses regional east-west bikeways and promotes the use of the Freeway 180 corridor as a bikeway. A bikeway along the right-of-way would serve as a linkage between the urban area and suburban development east and west of Fresno, as well as linking other valley destinations with the urban area. The presence of a direct and safe bikeway encourages its use by cyclists.

Although a Freeway 180 bikeway is not directly referenced in the City's bikeway plans, it finds qualified support in the broad goals of these plans since it develops a continuous metropolitan bikeway system which facilitates the use of the bicycle as a viable transportation alternative, improves the safety of bicycle riders, and encourages the use of the bicycle within the total transportation network. Consistent with this policy, the feasibility of the development of a bikeway along the portion of the proposed 180 Freeway, which comprises the southern boundary of the Tower District, is appropriate and is to be examined in coordination with Caltrans.

It is consistent with the goals and policies of the Tower District Specific Plan to support the implementation of future bikeways within the Plan

## CIRCULATION

Area. Recommended Tower District streetscape improvements are to accommodate bicycle parking areas. These areas shall be convenient to cyclists and shall not interfere with pedestrian movements.

### 5. Pedestrian Crossings of McKinley Avenue

The Tower District Citizens Committee has voiced a concern over the difficulty that pedestrians have in crossing McKinley Avenue, particularly in the vicinity of Fresno High School. This problem was identified as a concern for local residents as well as for Fresno High School students. The lack of a traffic signal between Wishon and Palm Avenues, and the relatively high speed of traffic on McKinley Avenue, are a detriment to crossing this arterial. A high number of accidents was perceived by the Committee along this segment of McKinley Avenue.

According to accident statistics furnished by the City of Fresno, a number of accidents have occurred on this segment of McKinley Avenue. Several accidents have involved pedestrians and bicyclists. The accidents tend to be concentrated at the intersection of McKinley and Echo Avenue. As a point of clarification, the two intersections of McKinley/Echo Avenue are caused by a 100-foot off-set between the north and south approaches of Echo Avenue.

In recognition of concerns raised by the Tower District Citizens Committee over pedestrian safety issues, the evidence of a number of accidents in this area, and the concentration of Fresno High students at this intersection, it is recommended that the City conduct a safety analysis on McKinley Avenue between Palm and Wishon Avenues to determine the extent of the existing safety problem and to develop and implement appropriate improvements to eliminate any safety deficiencies which may currently exist. This analysis should address ways to reduce the incidence of accidents and to facilitate safe pedestrian crossing of McKinley Avenue.

### 6. Access for the Mobility Impaired

The Tower District Specific Plan provides policy direction regarding access to public places for persons whose mobility is impaired. Future public works improvements and private developments should provide for full public access. Improvements that facilitate mobility impaired access are to be part of the design of future streetscape projects.

# CIRCULATION

## 6.3 PARKING

### 1. Future Parking District

A parking district is to be established to serve the commercial activities located in the Olive Avenue central commercial district. The parking district would establish the need and identify locations for future parking lots and/or parking structures to accommodate commercial growth. The parking district would also provide additional parking to serve existing commercial and office needs. A parking district provides for future parking needs in a manner consistent with urban commercial development patterns. Traditional off-street parking requirements tend to reinforce a suburban flavor with parking lots clustered around each individual use. The district could develop a system of lots, or even build a structure, to serve a large number of retail and service oriented businesses. Any structure needs to be designed and constructed in a manner compatible with the existing townscape. An example would be a structure with ground floor retail along the street frontage and perhaps built around a mid-block inner courtyard.

It is recommended that a parking study be initiated by the City of Fresno to determine the parking needs of the Tower District commercial center. This study is to identify the number of spaces required to serve both existing needs, as well as anticipated growth, based on in-fill of vacant parcels and redevelopment. Identification of a benefit area, potential sites for off-street parking lots, costs, funding, and implementation strategies also are to be addressed. Any necessary modifications to the prevailing off-street parking requirements for the district also are to be considered. Such modifications could include the number of required spaces, distances between the parking areas and the uses requiring those parking spaces, and requirements for bicycle parking. Adequate public signage for directing patrons to parking areas also are to be provided.

The City would be able to use the existing Parking Authority to acquire land for parking lots, to construct improvements, and to lease these to an operator. A Parking Committee comprised of local individuals could be established to operate and/or oversee the operations of the parking district. These mechanisms are similar to those used in the downtown parking district.

As part of the City study, the function of the future parking district is to be clarified. A recommended parking district could take one of several possible forms. An all-inclusive district would own or lease and operate all the off-street parking lots within the benefit area. All the parking needs for local businesses would be provided within these parking areas. A second function would be to have the district lease and operate only new parking areas developed by the district. Existing parking lots



## CIRCULATION

would continue to be operated by the current owners. This function would focus on serving only those businesses which are currently underparked or future businesses which will not be able to provide adequate on-site parking.

### 2. On-Street Parking on Van Ness Avenue and Fulton Street

Traffic volumes for Van Ness Avenue and Fulton Street, projected by the Council of Fresno County Governments, indicate that the existing one-way street system which provides two travel lanes in each direction is not adequate to accommodate future traffic demand south of Belmont Avenue. As addressed in the Street Conversion section above, future volume projections north of Belmont indicate that a conversion from a one-way to two-way operation is feasible. South of Belmont Avenue, the one-way couplet must be maintained as a consequence of both the freeway interchange and the downtown one-way street system. These volume forecasts include traffic from the proposed Route 180 freeway interchange. South of the Freeway, existing capacity would be slightly exceeded, while north of the freeway to Belmont Avenue existing capacity would be exceeded to a greater extent.

Without widening the streets in these areas, the only way to increase capacity south of Belmont Avenue would be to remove on-street parking which is currently allowed on both sides of each street. To add a third lane of traffic, the removal of parking on both sides of the streets would be required, since the parking lanes are narrower than travel lanes.

One solution that would preserve on-street parking, beneficial to the residential and office uses as well as to the pedestrian amenities of the street, is to restripe the one-way streets for three travel lanes, yet allow on-street parking in one lane, except during rush hour. This restriping south of Belmont would mean that the right lanes on southbound Fulton Street and northbound Van Ness Avenue would serve as travel lanes to accommodate rush hour traffic and would serve as parking lanes during the rest of the day. On Fulton Street, which serves inbound traffic to downtown, the parking prohibition would be in effect during the morning rush, perhaps from 7:00 to 9:00 a.m. Van Ness Avenue would require the parking prohibition to be in effect during the evening rush, since the street is outbound from downtown. The probable time for the parking prohibition on Van Ness would be from 4:00 to 6:00 p.m.

The use of alleys and rear yards for extensive parking areas is not being recommended, as it would be inconsistent with the policy to strengthen the residential character of the neighborhood. Residential parking, for a limited number of spaces per building, can be served via the rear alleys

## CIRCULATION

or from adjacent side streets for those parcels that are on corner lots. Installation of new driveways from Van Ness and Fulton are not to be allowed. Each new curb cut would further reduce the limited amount of on-street parking and impact traffic flow.

### 6.4 GENERAL INFORMATION

#### 1. Public Transit

Public transit plays an important role in the mobility of residents within and around the Tower District. Its benefits include the reduction of energy consumption, traffic congestion and air pollution to improve the quality of life in the Tower District.

Fresno Area Express, the regional public transportation provider in the City of Fresno, provides fixed-route service on all major cross-streets within the Tower District. Fixed-route bus service within the Tower District begins as early as 5:40 a.m. and terminates as late as 6:35 p.m., varying by line. Buses run every 30 minutes on each line, except for every twenty minutes on North Blackstone and every sixty minutes on North Fruit Avenue. All routes offer Saturday service. Sunday service is provided on all routes except North Fruit, Clinton and Shields Avenues.

Handy Ride, a dial-a-ride system, also provides curb-side service for elderly and disabled persons or those unable to use the fixed-route system. Handy Ride service is provided Monday through Sunday. The hours of operation are from 7:00 a.m. to 5:30 p.m.

The Tower District includes major transit generators such as Fresno City College, Fresno High School and Hamilton School. Improvements in the level of transit services to these sites is a desired objective in the Tower District. The availability of transit service in the evenings would further support the objective of enhancing cultural events and restaurant business within the Tower district. This can be achieved through a series of actions, including (1) increasing the frequency of transit service, (2) increasing hours of operation, (3) improving routing, and (4) adding new routes.

#### 2. Clinton Avenue Volumes

Traffic volumes on Clinton Avenue are high for a typical collector street. Today, Clinton Avenue to the west provides the only full interchange with State Route 99 within the immediate area. McKinley Avenue does not have freeway on-and off-ramps that could serve traffic to and from

## CIRCULATION

the north. North of Clinton Avenue, there are no overcrossings of the Southern Pacific Railroad or of State Route 99 until one reaches Ashlan Avenue. These factors contribute to the high volumes on Clinton Avenue.

As part of the planned road improvements to be financed by Measure C, Shields Avenue will be extended over State Route 99 and the railroad tracks. These improvements will divert traffic from Clinton Avenue to Shields Avenue, which is a designated arterial street. Also, as part of the Measure C improvements, the existing Clinton Avenue overcrossing of State Route 99 and the railroad tracks will be widened to four lanes. Though this street widening will attract additional traffic to Clinton Avenue near State Route 99, the Shields Avenue improvements will help to reduce future traffic volumes on Clinton Avenue through a portion of the Tower District.

### 3. Hamilton School

The Fresno Unified School District is looking at two options for the old Hamilton Junior High School facility, located at the southwest corner of the intersection of Clinton and Palm Avenues. Presently, the site is being used as an adult school that is to be relocated to Fresno's downtown. Numerous neighborhood complaints have been received due to a lack of adequate off-street parking and the long hours of operation, i.e. from 8:00 a.m. to 10:00 p.m. The School District plans to reuse the site for a middle school or a high school.

From a traffic impact perspective, the maintenance of the existing adult high school represents the worst-case scenario. Since it serves adults, most students are likely to drive to the site. The middle school or high school use option would be likely to generate fewer traffic impacts since fewer students would drive automobiles. However, parking still represents the greatest potential impact. It is recommended that any plan for the school site provide on-site parking that would meet current City standards. This provision would minimize the demand for on-street parking spaces.

### 4. Elementary School

A new elementary school is being planned by the School District. It would be located near the Ted C. Wills Community Center. From a transportation perspective, parking would need to be provided for staff, teachers and visitors. Students would walk, travel by bus, or be dropped off at the site by their parents. To accommodate these functions, it is

## CIRCULATION

recommended that plans for the site provide adequate on-site parking, adequate loading zones for the school buses, and an area for passenger car drop-offs. Students living in the neighborhood immediately east of Blackstone Avenue will need to cross both Blackstone and Abby. Students from the Lowell Redevelopment Area will have to use the freeway undercrossings at San Pablo and Blackstone Avenues. The safety of children walking to and from the school needs to be considered as plans are developed for the school site and its location.

## **7.0 INFRASTRUCTURE**



# INFRASTRUCTURE

## INTRODUCTION

The recommendations, programs, and actions of the Tower District Specific Plan promote goals, objectives and policies of neighborhood conservation and stabilization. In particular, Goal V and Objectives 1 through 3 are to be referenced. Overall infill development is within current zoned capacities. Land uses in some areas are changed from commercial to residential. Higher residential densities, as currently zoned, are replaced by isolated density increases within identified areas considered to be "Density Tolerant," as part of the overall conservation of the Tower District. The small areas recommended in the Land Use Element for high density residential use are currently zoned for that density level. The change from residential to commercial use along certain portions of the Blackstone edge involves a relatively small total area, with little or no anticipated infrastructure implications for the Tower District.

Descriptions of the existing condition of Tower District infrastructure are summarized in the Existing Conditions section of the accompanying Environmental Impact Report and were compiled from data provided by the City. The following descriptions of anticipated improvements to infrastructure in the Tower District are provided by individual City departments and agencies. These general recommendations are to guide infrastructure improvement decisions for the Tower District Specific Plan area as follows:

- using one city-wide standard for older districts is not always appropriate because it often results in replacement of historic, character defining elements that work; and
- bigger is not always necessary when replacing outworn infrastructure; often continuing use of the same dimension, or even smaller, pipe, for example, may be just fine; and replacement is not to be an excuse for large scale upgrading of a system to serve outlying areas.

## 7.1 WATER

Water Division  
William E. Burmeister, Manager

The Tower District is an older part of the City with some old water mains. These mains need to be renewed or replaced. Residential water demand today is greater than it was fifty years ago and today's standards reflect that greater demand. The increase in residential water demand may be attributed to water consuming appliances such as garbage disposals, washing machines, spas, etc., which are more common in contemporary households. However, given the needs of the entire City,

## INFRASTRUCTURE

no special priority for water main replacement has been established for the Tower District.

Many water mains are located in alleys and easements, an arrangement that restricts the locations of fire hydrants. Fire Department standards call for hydrant spacing in residential areas at 600 foot intervals and in commercial areas at 450 foot intervals. Reference is made to the Density Tolerant Areas described in the Land Use Element where water mains are located in alleys. The North Fulton Street and North Van Ness Avenue area south of the proposed Freeway 180 is an example. In order to comply with increased densities for certain sites, water mains may need to be constructed in the streets in order to accommodate the required hydrant spacing. This factor should be considered as a part of the project design review/entitlement process. Higher density concentrations may require larger water mains to accommodate the 2500 gallon flows for fire protection required by the Fire Department. However, for the most part, these planned concentrations have been zoned for R-3 use for many years and the need for changes may be minor.

The Water Division lists additional miscellaneous concerns as follows: parks may use more water than typical homes, and sufficient water may not be available in higher demand areas; existing water mains in the Tower District are small and cannot move water long distances; and, in terms of the Specific Plan recommendations, the water demand of the new park areas will need to be considered as part of their design.

A separate Water Division memorandum to the Specific Plan states that a review of the water distribution system within the boundary of the plan area has been completed. Division engineers estimate that the cost to bring the distribution system to present day standards is \$7.7 million, an estimate based on the following criteria:

- replacement of 10" transmission grid mains (TGM) with 14" TGM;
- replacement of 4", 6", and 8" welded steel and screw casing mains with new 8" water mains;
- elimination of water mains in alleys and easements and construction of mains in the streets; and
- transfer of water services from the old mains to the new mains.

The estimate does not include trench resurfacing. It is assumed that the water mains will be installed prior to new street construction. Water



## INFRASTRUCTURE

main replacement recommendations also are based upon an assumed 20 to 30 year life of new street construction.

The Specific Plan does not identify any projects that would initiate the above upgrade program and it assumes that it is part of an overall City wide program to upgrade water mains in older areas.

### 7.2 SEWER

Public Works Department  
John V. Mitchell, Utility Design Engineer

The sewer and water facilities for the proposed Specific Plan area range in age from 30 to 80 years. A large percentage of the sewer and water facilities within the plan area are located in alleys or easements. Any development encroaching on the alley or easement may necessitate relocation of these facilities. The Public Works Department staff is currently working with Caltrans on relocation estimates and plans for the proposed 180 Freeway corridor. Other improvements are not being proposed at this time.

Increased densities generated by the new plan may have an adverse effect on capacities in localized areas or in areas in which facilities might be terminated. It is assumed that this comment by the Public Works Department does not apply to areas which are currently zoned to densities consistent with the land use plan or to uses which are less intense than those allowed under current zoning. The Plan does not recommend any modifications which would terminate or disrupt existing sewer or water service. Also there is no planned reduction in the turning space on streets for solid waste disposal trucks and emergency vehicles.

The City Public Works Department estimates that trunk sewers serving the plan area north of McKinley Avenue have capacity to serve an average density of eight units per acre. Trunk sewers serving the plan area south of McKinley Avenue are capable of serving an average density of twelve units per acre.

### 7.3 DRAINAGE/ FLOOD CONTROL

Fresno Metropolitan Flood Control District  
Troy A. Arseneau, Engineer I

The increased area proposed for General Commercial land use west of Blackstone Avenue, between Clinton and Weldon Avenues, is of concern for potential impacts to the District's Storm Drainage Master Plan system in the area. The existing system was originally designed to accommodate less commercial runoff than is shown by the Specific Plan Land Use Element. To accommodate the additional runoff, on-site peak reducing facilities and/or additional storm drainage facilities would have

## INFRASTRUCTURE

to be constructed by the developer of any commercial project within that area and at the developer's expense.

Permanent and temporary barriers placed in streets which surface drain easterly to Blackstone Avenue must either be designed to allow for the continuation of existing drainage patterns or be equipped with storm drain extensions to existing Fresno Metropolitan Flood Control District facilities. The District will review all plans for street barriers on a case by case basis.

### 7.4 STREETS & ALLEYS

Public Works Department  
Gregory S. Armstrong, Assistant City Traffic Engineer

The City Traffic Engineer indicates that there are no new projects or programs identified at this time as they relate to Tower District streets or alleys. Olive Avenue is currently being resurfaced in phases.

### 7.5 ELECTRICITY & NATURAL GAS

Pacific Gas & Electric (PG&E)

There are no new projects or programs identified at this time by PG&E for the Tower District Specific Plan area.

### 7.6 STREET LIGHTING

Department of Public Works

There are no immediate projects or programs affecting street lighting programed at this time by the Public Works Department as they would relate to the Tower District Specific Plan area.

### 7.7 FIRE PROTECTION

City of Fresno Fire Department  
Dennis Megrditchian

Since levels of service do not need changing, the Fire Department has no comments to be included in the Plan.

### 7.8 POLICE

Fresno Police Department  
Glen Smith

Since services are essentially in place for the built out area, the department has no specific goals to be included in the Specific Plan.

## **INFRASTRUCTURE**

### **7.9 SCHOOLS**

Fresno Unified School District and Fresno City College

Facilities improvements and construction have been discussed in the Land Use and Open Space Elements of the Specific Plan. There are no additional comments on school services to be included in the Infrastructure Element.

### **7.10 PARKS & RECREATION**

Parks, Recreation and Community Services  
Joe Wingfield, Director

Goals related to Parks, Recreation and Community Services were prepared by the Department and incorporated into the Goals, Objectives and Policies Element (2.0) of the Specific Plan document (Goal VI, Objective 3, Policies 1-9).



## **8.0 IMPLEMENTATION**



## IMPLEMENTATION

Preparation and adoption of the Tower District Specific Plan are major steps, and represent major commitments to address an array of needs, issues and opportunities facing district residents and businesses in the years to come. With adoption of the plan's Goals, Objectives and Policies, as well as other elements of the plan which provide specific direction to interests in both the public and private sectors, a framework to guide decision-making in and for the community is clearly established. However, in order for the plan "to get off the ground," and not just "sit on the shelf," certain additional steps are necessary to move things forward. The items listed below constitute some of these required next steps.

### 8.1 HISTORIC RESOURCES SURVEY IMPLEMENTATION MEASURES

The windshield survey of historic resources, which was conducted as part of Specific Plan development, generated annotated field maps, descriptions of five Historic Districts and one Thematic Group, and other information essential to establishing a resource conservation and revitalization program for the Tower District. Further work needs to be done with these first survey materials, both to keep the survey alive and to begin making use of the survey findings and recommendations.

1. Files need to be set up, so that research and additional information pertaining to each resource can be organized and made publicly accessible in a central location. This becomes especially useful once the findings and recommendations of the survey are publicized, for people often come forward with old photographs, newspaper clippings and other primary source materials of considerable value. Ideally, a repository for files and other survey materials would exist somewhere within or very near the Tower District or at the Downtown Branch of the Fresno County Library. Much work remains to be done in gathering information for each resource, for example, name of the architect and/or contractor, date of construction, former occupants and uses, and a description of the architectural style and building materials.
2. The findings of the survey need to be made public. Publicity can take many forms, such as feature stories and special supplements in local newspapers; walking tour brochures; exhibitions at local schools and libraries; and eventual publication of a survey document. Many of the district's resources already are well known to area residents, and have been publicized over the years in numerous ways. Future publicity needs to emphasize the existence of the survey, the opportunity to contribute to it and make use of its findings, and needs to show appreciation of the survey in terms of

## IMPLEMENTATION

neighborhood conservation and the Tower District's extensive inventory of significant resources.

3. To date, only two properties in the Tower District are listed on the National Register of Historic Places. The windshield survey for this Specific Plan identified nearly sixty resources as being potentially eligible for listing on the National Register. In addition, collections of resources, such as the Courts Thematic Group, also are potentially eligible for listing on the National Register. Placing properties on the National Register of Historic Places achieves widespread public recognition of the district's distinctive, place-making resources; directly contributes to neighborhood stability; and is exceedingly effective in building community pride. In most cases, responsibility for initiating the process to prepare nomination forms and to pursue listing of an eligible property on the National Register rests with the individual property owner.

At the same time, the Historic Preservation Commission of the City of Fresno clearly possesses a major opportunity to pursue an independent, but nonetheless supportive and related course of action, by designating historic structures and historic districts of the Tower District for listing on the City's Local Official Register. Historic structures and historic districts located within vulnerable or "soft" areas of the Tower District need to be addressed by the Historic Preservation Commission on a priority basis, so that some of the district's most significant resources are not destroyed or irreparably damaged due to oversight, error or neglect.

4. A history walk is recommended as a specific project of the City's Historic Preservation Commission and/or the Fresno City and County Historical Society. The general purpose of the walk, or series of walks, is to provide an introduction to the architectural styles, building types and development patterns of the Tower District. The five Historic Districts and one Thematic Group could serve as reference points for this history walk. By the very nature of its content, this project would complement the recently-completed walking tour map of the district as prepared by the Preservation Committee of the Fresno City and County Historical Society.

A history walk first needs to establish a precise statement of purpose, or mission statement. In specific terms, this statement of purpose needs to identify those subjects and types of information which are to be addressed by the history walk, and, by contrast, those subjects and types of information which will not be covered by the history walk. The statement of purpose for the history walk



## IMPLEMENTATION

needs to be built around a unifying concept and a clear presentation of themes. A second consideration of the history walk involves selection of a suitable presentation format. Is the walking tour to be self-guided, or is it to be led by a trained docent? Will it use a map, or perhaps a brochure with text and a map? Will there be interpretative markers, or perhaps just small plaques? Will a regular schedule be established and adhered to if a docent program is set up, or will docents be made available, on a request basis, to assist with the history walk? A third key element in the design of a history walk is its "orchestration". Professional consultants and preservation staff from cities with established conservation programs can provide useful experience and perspective on matters such as the length of the history walk; attention span of those persons likely to participate; genuine content and, therefore, probable degree of interest in the historic resources to be included in the history walk; and development of a sequence and narrative flow to the history walk which are most likely to build, and not just sustain, interest and enjoyment of the entire experience.

### **8.2 PLAN CONFORMANCE, REZONING PROGRAM, AND CONSERVATION IMPLEMENTATION MEASURES**

The following measures are required to implement the land use and conservation use recommendations of the Tower district Specific Plan, and therefore should be considered as further refinements of plan policies.

1. Within the Tower District Specific Plan Area, any application for a building permit, director's classification, site plan review, or development entitlement must be consistent with the goals, objectives, policies, planned land uses, planned land use definitions, and residential densities stated or depicted in the Tower District Specific Plan.

This requirement shall not apply to building permit, conditional use permit, variance, and site plan review applications for properties zoned and developed inconsistent with the Tower District Specific Plan at the time the Tower District Specific Plan is adopted, provided the following conditions are met:

- A. The proposed development is only for remodeling, renovation or reconstruction of existing buildings and uses.

## IMPLEMENTATION

- B. The proposed development will not increase the floor area of the existing buildings and uses on the property.
  - C. The proposed development shall not increase the amount or intensity of existing uses on the property.
2. Conformance of rezoning applications to the Tower District Specific Plan shall be determined by either of the following methods, A or B.

If necessary, rezoning applications shall be conditioned and a covenant recorded guaranteeing the land uses, residential types, and densities stated by the planned land use definitions contained in the Tower District Specific Plan.

### A. Planned Land Use/Zoning Consistency Matrix (Figure 8-2)

| <u>Planned Land Use</u>                  | <u>Consistency Rezoning (Table)</u>         |
|--|---|
| General Office                           | RP-L, R-P, C-P                              |
| Professional Office                      | RP-L, R-P, C-P                              |
| Industrial/Light Manufacturing           | C-M, M-1                                    |
| General Commercial                       | C-5, C-6                                    |
| Neighborhood Commercial                  | C-1, C-2, C-5                               |
| Neighborhood Commercial/Mixed-Use        | C-1, C-2, C-5, R-P, C-P                     |
| Residential Mixed-Use                    | R-1, R-2-A, R-2, R-P, C-P, C-1, C-5 (1) (3) |
| Residential/Medium Density               | R-1, R-1/PD, R-1-C/PD (2)                   |
| Residential/Medium High Density Tolerant | R-2-A, R-2, (3)                             |
| Residential/High Density                 | R-2-A, R-2, R-3-A, R-3 (4)                  |
| Public Facilities and Churches           | As permitted by the Fresno Municipal Code   |
| Open Space                               | O   |
| Parking                                  | P   |

(1) Residential density restricted to a maximum of 16.13 units per acre.

The area south of Freeway 180 and within the Central Area shall be the only Residential/Mixed Use Area permitted to contain limited neighborhood commercial uses as allowed by the C-1 and C-5 zone

## IMPLEMENTATION

districts, subject to the use limitations specified in the rest of the Plan. Any commercial use in this area shall only be permitted subject to a Conditional Use Permit.

(2) Residential density restricted to maximum of 10.37 units per acre.

(3) Residential density restricted to a maximum of 16.13 units per acre. The Medium High Density residential category is only applicable to properties within Specified Density Tolerant Areas. Medium high density development in the Density Tolerant Areas shall only be permitted subject to a Conditional Use Permit. No structure in a Density Tolerant Area shall contain more than six dwelling units.

(4) Residential density restricted to a maximum of 29.04 units per acre.

For the Residential High Density Area generally south of Olive Avenue and east of Broadway, the maximum building height shall be three stories (not to exceed 40 feet) except for those properties fronting on Broadway, which shall be limited to maximum height of two stories (not to exceed 20 feet).

B. Planned Land Use Consistency Criteria as permitted by Section 12-403-C-2 of the Fresno Municipal Code.

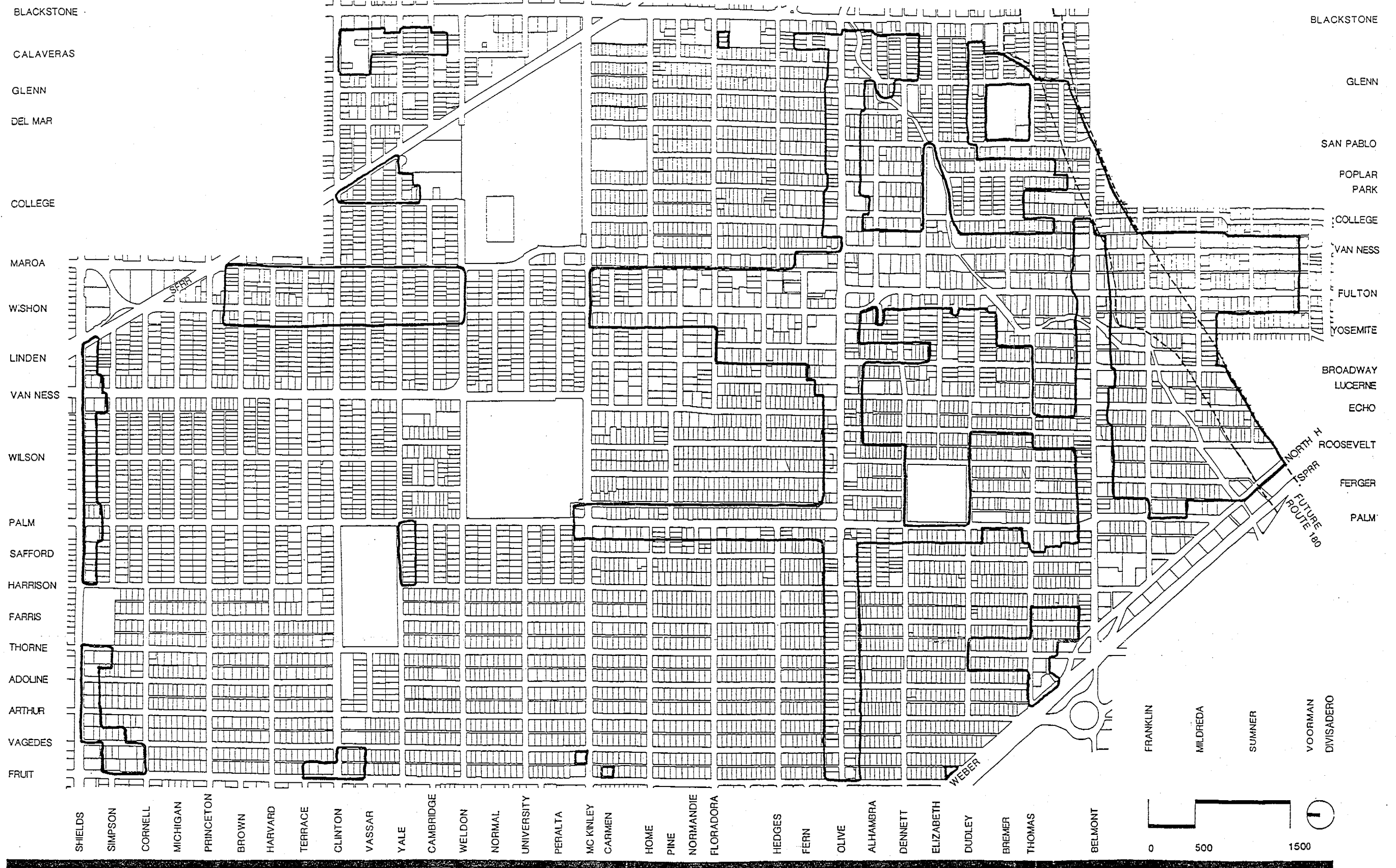
3. Second Story residential uses (both single and multiple family) are allowed above commercial uses in planned general, neighborhood, and neighborhood/mixed use commercial land use areas, and the residential mixed use area south of Freeway 180, subject to a Conditional Use Permit and density restriction of no more than 16.13 units per acre. Second story residential uses are not allowed above commercial uses along Belmont Avenue west of Palm Avenue.
4. The Guideline Recommendations contained in the Tower District Specific Plan shall be used to evaluate applications for building, sign, relocation, and demolition permits, site plan review, and development entitlements. The design review process specified later in this section shall determine whether or not individual applications must conform to any of the Guideline Recommendations.
5. Certain changes to the City's Zoning Ordinance will be required to implement the Tower District Specific Plan. Also, the City's official

## IMPLEMENTATION

Zoning Map will need to be amended to assure that land use and zoning are consistent with one another.

Figure 8-1 is a map entitled Potential Areas for Rezoning. On October 1, 1991, and provided that the City's Development Department obtains necessary funding, the City intends to implement a rezoning program for the Tower District. As part of this rezoning program, the City intends to initiate and process rezoning applications as follows:

- A. All vacant properties which are zoned inconsistent with the Tower District Specific Plan shall be considered for rezoning in order to be consistent with the Tower District Specific Plan;
  - B. All properties zoned inconsistent with the Tower District Specific Plan, but developed consistent with the Tower District Specific Plan, shall be considered for rezoning in order to be consistent with the Tower District Specific Plan;
  - C. Properties zoned and developed inconsistent with the Tower district Specific Plan shall not be immediately rezoned consistent with the Tower district Specific Plan. After the Tower District Specific Plan is adopted, the City shall conduct a study of each parcel zoned and developed inconsistent with the Tower District Specific Plan to determine if the property is occupied by a stable use and development which recognize the unique mixed-use character of the Tower District. This unique mixture has, over time, given the Tower District much of its varied and distinct character. At the same time, some incompatible uses exist which present serious land use conflicts on a continuing basis and which should not be continued. Following the completion of the study, a recommendation shall be made to the City Council on which properties should be rezoned. The City Council shall make a final decision on rezoning of all properties in this category no later than January 1, 2000.
  - D. No property planned for open space shall be rezoned to the "O" classification until such property is acquired and dedicated to open space use.
6. The Conservation Element of the Specific Plan identifies significant historic resources of the district. It delineates boundaries for the creation of five Historic Districts and identifies the location of some twenty-seven court developments for the creation of one Thematic Group. Formal establishment of these Historic Districts and



# **TOWER DISTRICT** AREAS FOR POTENTIAL REZONING

Figure 8-1  
Wallace Roberts & Todd



## IMPLEMENTATION

Thematic Group will require official City action, most probably consisting of an amendment to the City's Zoning Ordinance as well as delineation of boundaries and location of properties, as necessary, on the City's official zoning map.

7. Considerable interest exists for adoption and use of a tailor-made urban conservation overlay district, to guide future development actions within the area encompassed by the Tower District Specific Plan.

The overriding purpose to be served by creation of an overlay district is the implementation and administration of tailor-made assistance programs, including building and storefront rehabilitation loans; design review; and application of special provisions to address signs, setbacks, building alterations and other aspects of site development inherent to the historic building fabric and distinctive character of the Tower District. Creation of an urban conservation overlay district, as well as initiation of design review for the Tower District, will require preparation and adoption of an ordinance as an amendment of the City's Zoning Ordinance. Setting up and appointing persons to serve on a design review committee definitely will benefit from focussed discussion and preparation of an independent report, to address key items such as committee composition, purview, coordination among City departments, procedural matters and other considerations germane to establishing a well-managed, credible process.

8. At a minimum interval of every five years, the city shall survey all properties within the Tower District Specific Plan Area for violations of the Fresno Municipal Code. Code violations shall be investigated for enforcement action.
9. The C-5 and C-6 zone districts shall be amended to allow "performing arts theaters" only within General Commercial areas in the central part of the Tower District (not including Belmont and Blackstone Avenues).
10. For the Tower District Specific Plan/General Commercial Area along Olive Avenue, the Zoning Ordinance shall be amended such that the Development Director, subject to noticing adjacent and nearby property owners may or may not exempt change of occupancy

## **IMPLEMENTATION**

requests in buildings or structures constructed before February 13, 1954, from applicable underlying zone district parking requirements.

### **8.3 PUBLIC AREA IMPROVEMENTS**

Several elements of this Specific Plan call for various kinds of public area improvements, such as the reversion of one-way streets to two-way streets and the public use and enjoyment of Dry Creek Canal. Such improvements not only require the cooperative action of several City departments and other public agencies and special districts, but also will require substantial capital expenditures. At this point, an appropriate action of the City Council is the appointment of a special citizens' task force, the purpose of which is to involve a representative group of Tower District residents and business interests in drawing up a detailed list of public area improvements, preparing preliminary cost figures, and identifying potential sources of funding. (In some communities, a task force of this nature consists only of City staff, and is referred to as a capital improvements advisory committee.) This task force, perhaps to be called the Tower District Plan Implementation Committee, is to meet regularly with City staff and other public agencies to share responsibility for arriving at time frames and priorities for specific projects, and then building support within the community to gain approval and obtain funding. The Tower District Plan Implementation Committee will need to prepare and deliver a progress report to the City Council on a regular basis.

### **8.4 CITIZEN PARTICIPATION & PLAN MANAGEMENT**

Within 10 days of Tower District Specific Plan adoption, the City Council shall formally establish and appoint members to serve on the Tower District Plan Implementation Committee. The primary purpose of this committee is to advise and monitor the implementation of policies and recommendations of the Tower District Specific Plan. The committee will also prepare a comprehensive list of capital improvement projects for the Tower District, to include a brief statement on the potential benefits likely to accrue from each project; to establish priorities and time frames for construction; to develop preliminary cost figures; and to identify and recommend possible sources of funding. The committee will be assisted in this effort by appropriate City staff who shall prepare a separate listing of all implementation policies and measures contained in the Plan. The committee will need to meet frequently, particularly at the outset. In order to work efficiently, and to assure maximum participation of each member, the size of this committee is not to exceed eleven voting members. Within one year of its initial meeting, the committee shall prepare and submit to the City Council a detailed report, with findings and recommendations on implementation of the Plan. The report will also specify the capital improvement projects that should be undertaken within the Tower



## IMPLEMENTATION

District and specific funding sources to implement the Plan and construct capital improvement projects.

Within 180 days of adoption of the Tower District Specific Plan, City staff shall deliver to City Council a report with recommendations regarding the establishment of a Tower District Design Review Committee. The primary purpose of this committee is to administer the Guideline Recommendations and other design-related items contained within the Tower District Specific Plan. The report to the City Council shall address function and scope of the committee; size and composition of the committee's members; operating procedures, including coordination of permit processing with other City departments; and other matters necessary for achieving an efficient and equitable handling of design review applications. The City Staff's report shall be reviewed by the Tower District Specific Plan Implementation Committee, which shall also make a recommendation to the City Council. As an interim measure, and until such time as the City Council acts upon the referenced City staff report and recommendations regarding design review for the Tower District, City staff is to administer the Guideline Recommendations and other design-related items of the Tower District Specific Plan. The interim design review process will consist of the following procedures:

1. Assessor Parcel Books at the City's Development Department public counter shall be marked to depict the boundaries of the Tower District Specific Plan Area. Building, sign, relocation, and demolition permits, and site plan review and development entitlement applications filed for property within the Tower District Specific Plan Area shall be subject to the design review process.
2. The Development Department and subcommittees of the Tower District Specific Plan Implementation Committee and the City of Fresno Historic Preservation Commission shall utilize the Tower District Specific Plan Guideline Recommendations to evaluate building, sign, relocation, and demolition permits, and site plan review and development entitlement applications. The subcommittees shall make recommendations to the Development Department Director for application of the Guideline Recommendations. The final decision on application of the Guideline Recommendations shall be made by the Development Director, Planning Commission or City Council pursuant to Fresno Municipal Code procedures for the processing of building, sign, relocation, and demolition permits, and site plan review and

## IMPLEMENTATION

development entitlement applications. Whenever a site plan review application or development entitlement is considered for final action by the Planning Commission or City Council, the recommendation of subcommittees shall be forwarded to the Planning Commission or City Council.

### 8.5 FUNDING MECHANISMS

The following list of funding mechanisms is provided as a general guide to further opportunities for funding Tower District Specific Plan recommendations and should be further studied by the Implementation Committee. This list is not intended to be exhaustive and is not specific in its applicability to the City of Fresno. The recommended approach is to prepare a tailored program of funding mechanisms that is best suited to the city of Fresno and that leverages the funds available for the greatest effect.

#### AB 1693

Property and business owners of the greater Olive/Tower commercial district need to discuss and agree upon specific district boundaries, and then formally establish this district for purposes of promotion and protection of interests. The well-established instrument which allows property and business owners to set up this type of local benefit assessment district is AB 1693, also known as the Parking and Business Improvement Area Law of 1979. (See Sections 36500-36581 of the State's Streets and Highways Code.) Once such a district is established, funds become available to 1) acquire, construct or maintain parking facilities for benefit of the district; 2) undertake promotion of the district's business and commercial interests; and 3) fund minor improvements geared to beautification and enhancement of public areas. Most important, the Olive/Tower business community will be able to retain the services of a manager to handle promotion, advocate the interests of the district at City Hall and before the community at large, and assist with coordination of projects and programs affecting both public areas and private interests within the district.

There are several experts, who possess "hands on" experience setting up AB 1693 districts. Drawing upon the services of one of these experienced individuals will greatly facilitate any effort to establish this type of program within the Olive/Tower commercial district.

#### Special Assessments

Special assessment districts can be created for properties in an identifiable area which would benefit from certain types of capital improvements. Assessments have a long history in California and much

## **IMPLEMENTATION**

of the legislation used in Assessment District formation dates to the early 1900s. Assessments are paid with property taxes and are secured by a lien on real property. When property owners cannot pay assessments within a designated period of time, assessment bonds can be issued for unpaid assessments.

Assessment districts can be created for a variety of specific improvements, including landscaping, maintenance, street paving, sidewalks, collection sewers, storm drainage systems, local gas and electrical services, street lighting, curbs, gutters, and off-street parking. Property assessments are levied on the basis of benefit, as determined by a professional qualified to make such judgments, such as an engineer or economist. AB 1693, discussed above, is one of a number of California Assessment Acts applicable to the Tower District.

### **Capital Improvement Program**

The City's Capital Improvement Program (CIP) is a known source for funding. While CIP funds probably are already committed for the immediate future, some of the Tower District Specific Plan programs could be included in longer term CIP budgeting. Using existing sources of funds, to the extent that they are available, is the simplest and most direct source of revenue. These funds may be supplemented, though not a popular option, by increased taxes, including special tax increases or new special taxes, and general tax increases or new general taxes (taxes not dedicated to specific use).

### **Public/Private Development Partnerships**

A city can sell and/or lease public property to private development companies for a set formula; or it can become a joint-venture partner with a private developer. Either opportunity involves the city making publicly owned lands available for private development. This mechanism is most often used with downtown city properties for cooperative projects.

### **Exactions or Private Development Strategies**

Cities may require developers to participate in benefit assessment districts or provide services, improvements and/or fees to the city as new projects are subdivided and/or constructed. Under State law, the charges and improvements required must be related to the project being constructed, and must be equitably levied against all similar projects. Typically, public facilities required include storm drains, water lines,

# IMPLEMENTATION

sewer laterals, street lights, collector streets, curbs, gutters and sidewalks.

## Development Fees

Development fees share some similarities with exactions. Typically, development fees for public facilities are collected from developers at the time a building permit is issued and usually are for such improvements as water, sewer and storm drains, land acquisition, libraries, schools, parks, roads and street lighting.

For public infrastructure, there are two forms of development fees that are used with some degree of regularity, connection fees and impact fees. Connection fees pay for hook-ups to public infrastructure. Impact fees are paid into a fund to finance infrastructure throughout a district. Both are a form of mitigation for the impacts of development. Often, development fees fund transportation or transportation related improvements.

## Tax Increment Financing

Capturing increases in property tax revenues from new construction, or reappraisal following sales on vacant or developed property is most commonly associated with Redevelopment Agency plans. Key to this revenue source is that the property tax rate is not increased, but rather the difference between the tax before new construction/sale and after reappraisal by the County Assessor (tax increment) is available in whole or in part to the City to fund capital projects and services needed by the community. Property owners pay no additional amounts other than their respective property taxes, and the portion of tax increment retained by the City comes from within the total taxes paid. Under Redevelopment law, new development can be facilitated by condemnation and land assembly, but this action is not a necessary part of Redevelopment Agency actions.

## Grants and Gifts

A private non-profit foundation can be formed to receive gifts from donors to be used to fund community improvement programs. This possibility should be explored in concert with any existing non-profit foundations. Grant monies at the County, State and even Federal levels, such as Community Development Block Grant funds, provide another possible source of financing.

## IMPLEMENTATION

### Mello-Roos Community Facilities Act of 1982

The Mello-Roos Community Facilities legislation provides several opportunities for what are basically impact fees required for certain types of development. An excellent source is "The Public Official's Guide to the Mello-Roos Financing," Orrick, Herrington and Sutcliffe, San Francisco, CA (1988).

### Additional Sources:

A Planner's Guide to Financing Public Improvements, Office of Planning Research/Office of Local Government Affairs, 1400 Tenth St., Rm. 250, Sacramento, California 95814, (916) 445-4831

California Debt Issuance Primer, California Debt Advisory Commission, Sacramento, California 1988, 300pp.

Development Exactions, edited by James E. Frank and Robert M. Rhodes, Planners Press, Chicago, Illinois, 1987, 198pp.

"Financing Capital Improvements for Redevelopment in California," Goldfarb and Lipman, December 1982.

Horler, Virginia, Guide to Public Debt Financing in California (new and revised edition), Packard Press Pacific, San Francisco, California, 1987, 279pp.

Paying the Piper, California Governor's Office of Planning and Research, Sacramento, California, 1982, 174pp.

Porter, Douglas R., et al., Special Districts: A Useful Technique for Financing Infrastructure, Urban Land Institute, Washington, D.C., 1987.

Raymond, Valerie, Surviving Proposition Thirteen, University of California, Berkeley, California, 1988, 84pp.



**APPENDIX A :**  
**GUIDELINES**  
**RECOMMENDATIONS**





# **PUBLIC AREA IMPROVEMENTS**

## **PRINCIPAL OBJECTIVE:**

**To retain, conserve and repair, as necessary, existing materials, hardware, design elements and other features which contribute to the overall appearance, character and amenity of public area improvements within the Tower District.**

Guideline Recommendations for Public Area Improvements of the Tower District address structures, roadways, alleyways and other built and landscaping features existing on or within public property or rights-of-way. Until such time as a Landscape Master Plan is prepared and approved for the Tower District, or streetscape plans are prepared and approved for use within individual commercial or residential areas of the district, the Guideline Recommendations for Public Area Improvements shall serve as policy.

## **Streets & Alleyways**

In general terms, and certainly on a first encounter, the street layout of the Tower District reads and functions as a classic application of the grid system. And yet, it is the minor and subtle exceptions to the overall uniformity of this classic grid platting which greatly enrich the design character and dimension of the district—the curves and islands surviving from earlier days of the streetcar, the slight offsets in the alignment of streets and blocks resulting from subdivisions abutting one another but constructed separately and by different developers, and the presence of alleyways in many areas of the district and the lack of them in others.

The grid pattern, block size and dimensions of streets and alleyways of the Tower District probably are taken for granted by many of those who know and appreciate the district's overall character. Nonetheless, these elements are key contributors to the district's distinctiveness and special charm. Accordingly, any removal or modification of these elements, no matter how incremental or seemingly inconsequential in nature, will alter the district's quality of life.

Olive Avenue exists as a principal, east-west thoroughfare for the Tower District. Both east and west of its intersection with Wishon to the north and Fulton to the south—some would refer to this intersection as the heart of the Tower District—Olive functions decidedly as a pedestrian-oriented retail street. Most buildings and storefronts in the vicinity of this intersection front directly onto the sidewalk, with no front or side yard setbacks, as originally designed and constructed. However, incremental erosion of pedestrian-oriented street and sidewalk space has occurred over the years with piecemeal widening of Olive, demolition of structures for replacement as surface parking lots, and installation of curb cuts and driveways to provide vehicular access to

## PUBLIC AREA IMPROVEMENTS

and from Olive to new parking lots located in the "front yards" of retail businesses.

Examples of comparatively-recent street widenings and installation of curb cuts exist on other streets within the district and, whether considered individually or collectively, have served to gradually erode and change the distinctive neighborhood character for which the Tower District is known.

In light of the above, any proposal to modify a street or alleyway within the Tower District needs to be reviewed as follows:

- where an alleyway exists, or where vehicular access exists or can be provided from a side street, no curb cuts are to be permitted on a property's primary frontage
- alleyways are not to be vacated or abandoned by the City of Fresno unless and until a showing can be made that the continuing existence of the subject alleyway clearly poses endangerment to the community's health, safety and basic welfare
- no street or intersection is to be widened, or existing curblines modified, absent community involvement in the preparation and adoption of a comprehensive plan for such improvement(s)
- consistent with the above, and to the extent possible, curb cuts are to be removed and curblines restored when appropriate opportunities arise, e.g., there is a change in use requiring permit approval, or there is preparation and adoption of a new plan for a street.

### Street Lamps

During the 1920s, hundreds of municipalities in California and elsewhere across the United States installed freestanding cast iron and precast concrete street lamps. Those communities which committed themselves to this new type of illumination for street and sidewalk areas were seen as being mature and progressive; demonstrating pride in civic places such as town squares, streets and parks; and continuing to build upon the City Beautiful movement which originated with the Columbian Exposition (Chicago World's Fair) of 1893.

Fresno, and the Tower District in particular, still possesses a substantial inventory of these street lamps. Whereas many other communities have removed and disposed of these fixtures, the City of Fresno has adopted a policy calling for their retention and conservation. These fixtures will

## **PUBLIC AREA IMPROVEMENTS**

only continue to grow in value, not just intrinsically but in adding to the appeal and value of the neighborhoods in which they are located.

Unfortunately, many of the historic street lamps within the Tower District currently are suffering from neglect and disrepair. A detailed survey of existing conditions needs to be conducted, to be followed by institution of an affirmative, on-going maintenance program to both make necessary repairs and build up an inventory of spare parts.

### **Tree Lawns & Landscaped Medians**

Tree lawns most commonly are found in residential areas, and a tree lawn is that area, customarily landscaped with turf, which exists between the rear edge of the curb and the front edge of the sidewalk. The residential streets of the Tower District possess an abundance of tree lawns, thereby explaining in part why so many persons find grace, charm and refinement in these neighborhoods. To the extent that tree lawns are still constructed in new residential subdivisions today, they tend to be narrower than those found in the Tower District. Contemporary tree lawns almost always are bisected by the presence of driveways, whereas most of the tree lawns in older portions of the Tower District exist without curb cuts. In any event, the tree lawns of the Tower District exist as a distinctive public landscaping resource contributing to both the livability and the value of the district's residential neighborhoods.

Two major streets of the Tower District, East Weldon Avenue and North Van Ness Boulevard, also possess wide, handsome landscaped medians. For many persons, these medians are evocative of this country's earlier, and now justly celebrated, "streetcar suburbs". Although the Tower District's streetcar lines were removed just prior to World War II, the landscaped medians reminiscent of this earlier and very significant period of urban development in America remain basically intact. These two landscaped medians, as well as other minor ones within the district, unquestionably are worthy of preservation. Accordingly, there are to be no design or physical changes to street sections, curb lines, paving and landscaping materials, street lamps or any other physical feature belonging to existing landscaped medians in the district.

### **Street Trees**

As one of Fresno's first suburbs, the Tower District possesses some of the city's most mature and memorable street trees. The deodars of North Fulton Street and North Van Ness Boulevard, and the date palms of East Belmont Avenue, are but two examples of street trees that make major

## PUBLIC AREA IMPROVEMENTS

contributions to the built character of the district's commercial thoroughfares and residential neighborhoods.

The City recently completed a comprehensive inventory of its street trees, and is entering the findings into an information system. The windshield survey conducted for this Specific Plan includes recordation of significant stands of street trees and other major landscape features within the Tower District. Accordingly, any permit application or proposal to make public area improvements must specifically reference and address these two sources of information on existing street trees and other principal landscaping features.

Existing stands of mature street trees need to be maintained, just as with other elements of public infrastructure such as street lights, streets and sidewalks, landscaped medians and underground utilities. Where there is loss, there needs to be replacement; and where there is damage, there needs to be repair.

When off-site improvements are required of residential construction, the selection, sizing and spacing of street trees are to be reviewed on the basis of existing streetscape. Where the existing residential streetscape contains few trees, or where several species exist, then the City's adopted list of street trees becomes appropriate for making a selection.

When off-site improvements are required of non-residential construction, or in the case of a public works project, tree selection and/or any modification to existing landscaping is to be considered on the basis of a specific street tree and/or site development landscaping plan. A major purpose to be served by this requirement is the avoidance of compromise to historical landscape "placemakers", e.g., the deodars of North Fulton Street. As is the case with the architecture of new buildings in the Tower District, it is inappropriate to emulate or extend landscape designs and solutions of earlier periods in new landscape solutions.

In cases of new construction projects or rehab work covered by permit which are located within retail commercial areas and where no adopted plan exists for streetscape, the installation of street trees shall not be a condition of approval.

### **Street Furniture**

Sidewalk areas of the Tower District contain an array of historic objects, e.g., hitching posts, railings, Craftsman-style gateways, and, as discussed above, street lamps. The locations of these significant objects are recorded on Assessor's block and lot maps, as identified during the March, 1990, windshield survey of the district. The retention, maintenance and repair of these historic objects will only further

## **PUBLIC AREA IMPROVEMENTS**

enhance the value of Tower District residential and commercial properties in the years ahead.

Other street furniture exists within the Tower District of a more universal and utilitarian nature, e.g., trash containers, newspaper racks, planter tubs, traffic control hardware, and "cobra head" street lights. Some of this street furniture exists, in terms of design and placement, on the basis of City standards; other items exist in the public right-of-way for less formal or non-systematic reasons.

As a general practice, and definitely in the absence of a streetscape plan and program, the installation and continued presence of movable street furniture such as trash receptacles, newspaper racks and planter tubs must include a specific commitment to regular maintenance. If the applicant is unwilling or unable to extend this commitment, or if the applicant fails to honor this commitment, then the City's denial or revocation of the subject permit application may become necessary. Unattended trash receptacles most often are more offensive than no trash receptacle at all; planter tubs that are not maintained become unsightly trash collectors.

Replacement or "upgrading" of street furniture items such as street lights and traffic signals needs to be tied to the scale, function and character of the street environment to be served, rather than to impose a single City standard indiscriminately throughout the district. For example, Shields Avenue and Olive Avenue are very different kinds of streets, in terms of present and future land uses, site development characteristics of adjoining properties, functions within the city and the metropolitan area, and pedestrian use and enjoyment of sidewalk and public spaces. While it may be appropriate or even necessary to install mast arms on traffic signals at major intersections on Shields Avenue, such treatment would be excessive and inappropriate on Olive Avenue between Fruit and Blackstone.

### **Paving Materials**

Unless and until there is adoption of a Landscape Master Plan for the Tower District, or a streetscape plan applicable to a specific development proposal, public sidewalks and other public places intended for pedestrians shall be paved to current City standards.



## **BUILDING ALTERATIONS**

### **PRINCIPAL OBJECTIVE:**

To respect and enhance historic building fabric and other significant design elements when undertaking projects intended to preserve, rehabilitate and/or revitalize the Tower District's substantial and diverse inventory of historic resources.

Guideline Recommendations for Building Alterations within the Tower District address alterations to building exteriors and modifications to site development characteristics of existing properties.

### **Historic Building Fabric**

The March, 1990, windshield survey of historic resources of the Tower District serves as a cornerstone of this Specific Plan. Briefly summarized, the survey identified and recorded the locations of the wide array of built resources to be found in the Tower District, in terms of building types, architectural styles, periods of construction, and building materials. The survey also evaluated the district's historic resources in terms of their individual and collective significance; and such evaluation quite often was "predetermined" due to exterior alterations made to a structure subsequent to its original date of construction. Unfortunately, many exterior alterations have resulted in changes to historic building fabric which, in turn, have reduced the value and significance of a building or storefront. Such "improvements" commonly are referred to by various names, for example, restoration, rehabilitation or renovation, but in any case, constitute change to the historic building fabric of a structure (or collection of structures), and are the principal focus of this section.

Until such time as Design Guidelines are prepared in detail and adopted for specific application in the Tower District, and particularly when there are issues and questions regarding historic building fabric, it is advisable to consult the most recent edition of The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings which are included in Appendix B.

### **Building Materials**

The Tower District is replete with examples of significant buildings and storefronts whose historic building fabric has experienced the addition and/or substitution of building materials. As common examples, many houses now have metal or vinyl siding applied over the original wood siding, and anodized aluminum frames have replaced the original wood frames and sashes on some or all windows and doors; storefronts have new doors to replace the original door frames and hardware; and, in the case of some of the district's otherwise finest Bungalows, the original wood piers used to support the front porch overhang have been replaced with decorative wrought iron. To some persons, such additions or substitutions are hardly discernible, and therefore, seemingly of little or

## BUILDING ALTERATIONS

no consequence. In any event, many of these changes in building materials commonly introduce or impose new motifs and styles, thereby compromising the integrity of the structure's principal architectural style and historic building fabric—the Bungalow no longer manifests its classic, understated simplicity, the postwar Showcase storefront now has front doors just like those found at convenience stores and mini malls everywhere.

Building materials which contribute to the district's historic building fabric need to be retained and conserved through actions which are appropriate to each situation, whether it be stabilization, preservation, rehabilitation, repair and/or regular maintenance. Deciding which specific action to take, and when to take it, requires careful consideration of the subject building material and situation to be addressed, in terms of age, condition, historical significance of the building or storefront, and the economics involved. In the case of significant buildings and storefronts, the substitution or change of building materials in general needs to be viewed as an action of last resort, as a step to be taken only when all other means to retain the original building material have proven to be infeasible.

It definitely is in the property owner's best interest to become informed, by consulting appropriate specialists and/or relevant sources of information, prior to taking any action regarding the retention, maintenance, repair and/or replacement of historic building materials. Reputable persons or companies possessing specialized skills and services almost always will inspect a property and provide a detailed cost estimate at little or no cost.

### Openings

Another common situation regarding historic building fabric in the Tower District is the enlargement of original openings and/or the installation of new openings for windows and doors. In some cases, the change to the original pattern or distribution of openings on the building facade is barely discernible; in other cases the new or enlarged opening(s) stands out in marked contrast to the original solution.

To the extent that a new opening or the enlargement of an existing opening becomes highly desirable or somehow necessary, then the size, placement, framing and glazing of the new or enlarged opening(s) are to cause as little disruption to the established pattern and finish of existing openings as is possible.

Still other situations exist where the historic building fabric is visually and functionally altered when an original opening is filled. This condition is readily observable in particular on many of the district's



## BUILDING ALTERATIONS

storefronts. Some of the filled openings are permanent; others that were intended to be only temporary have become permanent. While filling an opening may serve a functional purpose, it almost always lowers the value of the property, and, in the case of a retail commercial blockface, imparts the message that retail trade in the area probably has seen much better days. Accordingly, filling an original opening within historic building fabric is to be avoided.

### Building Additions

Another type of improvement which offers the potential for altering historic building fabric relates to building additions, such as adding or enlarging an existing room or porch, adding a new floor(s), or adding an exterior stairway. The cost of adding a room or a floor to an existing structure can be very expensive. Unfortunately, and in altogether too many cases, the resulting change to the historic building fabric is sufficiently insensitive to the point that resale value of the historic structure actually is lowered.

Building additions can minimize adverse change to historic building fabric if the following criteria are observed:

- the shape, openings, roofline, materials and finish of the addition indicate recognition of, and then provide an appropriate response to, corresponding elements of existing historic building fabric
- building additions that would protrude from or otherwise alter the existing configuration of the front facade of a historic structure are avoided
- exterior stairways are to be located on, or as near as possible to, the rear facade.

### Security Measures

Throughout the Tower District, in residential neighborhoods as well as commercial and industrial areas, one can observe numerous kinds of security measures—gates, screens, bars, and grilles. Most of these measures are visible from the sidewalk and street, as indeed they are intended to be, and most of this security hardware is applied to the building's exterior.

Alarm systems are visually less obtrusive, and may consist of an exterior-mounted and purposely-visible alarm box, sensor tape applied to plate glass windows and display cases, interior motion detectors, or warning labels. Changing technology in this field has both improved the effectiveness of such systems and significantly lowered their cost.

Some persons arguably maintain that the presence of exterior-mounted screens and bars goes beyond deterrence, that is, a neighborhood which

## BUILDING ALTERATIONS

contains houses and storefronts covered with "prison-like" bars and gates actually invites further crime. In any case, the presence of this type of exterior-mounted security hardware does alter the visual quality of historic building fabric, and, in some cases, the security hardware is so dominant that the value of the historic building fabric is all but lost.

To secure a building or storefront possessing historical significance, the use of an alarm system in almost all cases is a superior alternative to the use of exterior-mounted gates, grilles, screens or bars. If a business or building owner insists that a storefront area must be protected with some type of exterior gate or bars, then such gate or bars need to be removed each day during business hours.

### Courts

Among the most architecturally-distinctive and significant resources of the Tower District is the extensive presence of court developments. The basic concept which underlies this building type, as well as the particular collection of courts which exists in the Tower District, are addressed in the Conservation section of this Specific Plan.

Preservation, restoration and rehabilitation of the district's court developments are vital and necessary actions if the courts are to remain as major contributors to the district's special sense of place and overall character.

Fundamental to design of the court building type are symmetry and simplicity. To the extent that the symmetrical layout and shape of the court's individual units are altered, or the "equal treatment" accorded to the features of each unit compromised, the court loses the essential quality which distinguishes it from all other multi-family building types.

The following criteria apply to historic building fabric of the district's existing court developments:

- any change or modification to any exterior feature, for example, street address signs, shall consist of identical design and application for each unit
- no intrusions, screening or blockage of the central court space are permitted
- retention, maintenance and any necessary repair of original primary exterior building material, usually stucco, are critical actions
- addition or substitution of building materials is to be avoided
- signing programs for court developments with professional offices are to be low key, directory-type solutions, consisting of uniform

## BUILDING ALTERATIONS

format, type style and size, colors and materials; individual solutions or deviations from a uniform format are inappropriate.

### **Air Conditioners**

The use of air conditioners and air cooling systems has become a way of life in American cities, and especially in cities such as Fresno, where the summer climate often consists of very warm days and evenings. New construction today almost always includes interior installation of centrally-controlled and integrated heating and cooling equipment. However, the installation of air cooling systems in older buildings usually involves some kind of exterior-mounted equipment and hardware.

Appropriate locations for installation of individual, window-mounted air conditioner and air cooler units for storefronts and rooms which face the street include side and rear walls; installation on the front building facade is to be avoided. If installation is to be on a roof area, the equipment needs to be located so that it is not visible from a public right-of-way. On some roof areas, or where installation occurs in a side or rear yard area, it may be necessary to screen the equipment from public view by construction of some type of housing or enclosure. The design and materials of screens for this purpose, just as with screens for other utilities and service areas, are to interfere as little as possible with the historic building fabric of the primary structure.

### **Cleaning Exterior Brick Surfaces**

Within the Tower District, there are both residential and commercial buildings with exterior brick walls. Many of these buildings possess considerable architectural and historical significance. Retention of these structures is important to maintaining the diversity and distinctiveness of the district's rich architectural heritage.

Unfortunately, many brick buildings all over the United States, and particularly in parts of the country with harsh winter climates, will now experience much shorter lives due to sandblasting of the brick surface. Never sandblast a brick surface for any reason! Metaphorically, it is the equivalent of removing the top, protective layer of skin from one's face. To clean or remove paint from brick surfaces, the rule of thumb is to start with soap and water, and then to work up progressively to stronger cleaning solutions as necessary. The next category of cleaning agents includes mild chemical agents or solvents. Prior to starting any work with any chemical agent or solvent on an exterior brick or masonry surface, a building owner is advised to contact a manufacturer's

## BUILDING ALTERATIONS

representative or a reputable company which specializes in the cleaning of building exteriors.

### **Paint & Exterior Colors**

As a general guideline, residential and commercial buildings whose primary exterior building material is stucco, glass or wood siding are painted or otherwise finished in a light body color. The use of dark and intense colors is reserved for trim and decorative elements, e.g., window and door frames, railings, parapets, architectural details. Today, one can observe this condition existing throughout most of the Tower District.

The use of dark paint or dark-value finishes as the primary building body color is to be avoided. Dark and/or intense colors suck light from street life and the surrounding environment; they also tend to absorb heat, and therefore become more expensive to keep cool in the summertime.

In the case of historic buildings, regular maintenance and repair of exterior building materials is critical to retention of original color values. The relationship which exists between the architecture and the color value of original building materials of a historic structure is significant, if not also subtle. Changes to original building materials, including paint schemes or use of any kind of coating, will affect color values; and, in some cases, will serve to diminish the structure's historical significance. Accordingly, any potential alteration to original building materials needs to be carefully considered prior to its execution.

## NEW CONSTRUCTION

### PRINCIPAL OBJECTIVE:

To welcome and encourage new buildings, signs and landscaping whose design, use of color and materials, and site development characteristics clearly demonstrate a recognition of the historic building fabric and other significant design elements of the Tower District's existing built environment.

Guideline Recommendations for New Construction within the Tower District address, for the most part, opportunities for development of new residential, commercial and office buildings which make use of vacant parcels or in-fill sites. However, it is to be noted that the spirit and intent of this set of Guideline Recommendations potentially would apply to all types of new construction within the Tower District, such as schools, industrial and manufacturing uses, and governmental and institutional construction.

### Architectural Style

The design quality of new construction in the Tower District needs to read as an honest statement, that is, the new building needs to stand on its own terms and make its own contribution, without mimicking or borrowing from others. At the same time, the design of new construction needs to recognize the presence and respect the design qualities of existing significant buildings and other built resources. Compatibility and harmony are the guiding principles, rather than designing new construction to compete with or grab attention from others.

New construction to be avoided includes the following:

- "replica" buildings
- "theme" architecture
- "look at me" buildings or design solutions
- buildings which mix or combine different periods, styles or motifs

### Building Materials

The predominant exterior building materials to be found in the Tower District are stucco and horizontal wood siding. Occasionally one encounters an older residential or commercial structure whose primary exterior material is red brick. Many postwar commercial structures also incorporate the exterior use of fieldstone as a decorative or trim material.

Exterior building materials to be avoided include the following:

- rough-hewn or rustic wood siding
- diagonal wood siding
- lava rock

## NEW CONSTRUCTION

- plywood
- used brick, small ceramic tile and other building materials and fixtures customarily used in residential interiors
- plaster or stucco finish work which uses rounded edges and/or swirls

The type of glazing selected for a building or storefront is critical to the general public's perception of what is going on "inside" the building. Buildings and storefronts that use mirror or dark-tinted glazing are saying to the passerby that what is going on inside is not to be part of the life of the community and, most importantly in the case of storefronts, the life of the street and sidewalk. With the possible exception of the southwest corner of the district, where industrial and manufacturing uses exist, the uses of the Tower District unquestionably possess an orientation to the community and individual neighborhoods in which they exist.

Glazing solutions to be avoided include the following:

- mirror, highly-reflective or dark-tinted glazing
- glazing in office buildings where transparency will be less than 50 percent
- storefront or residential glazing which is less than 90 percent transparent

In situations involving prolonged exposure, and therefore where heat build-up of building interiors can become an issue, the use of awnings, sunscreens, interior shades and exterior landscaping are proven and preferred alternatives to the use of tinted or reflective glazing.

### Building Shape

The dominant configuration of virtually all residential and commercial buildings in the Tower District is rectangular. Accordingly, new buildings need to avoid the use of other types of configurations, such as circles, rounds, wedges, and other kinds of irregular shapes. A very few exceptions may be justified in special situations, such as those dictated by the historic street layout or at major intersections.

### Rooflines & Openings

Rooflines of new buildings need to work in harmony with the established rooflines of their neighbors. In most cases, and regardless of the use of the new building, this is not likely to be an issue. However, in several notable instances within the Tower District, the rooflines of recently-completed commercial and office buildings utilize so-called mansard configurations and other decorative features. Such solutions

## NEW CONSTRUCTION

are inappropriate for the Tower District, and therefore are not to be considered in the design of rooflines of future new construction even if found on nearby properties.

In a similar vein, the pattern and rhythm of openings for doors and windows in new construction also need to achieve some degree of harmony with neighboring structures. Wherever possible, the aim is to reinforce and enrich, rather than to compete with or disrupt, the character of an established blockface. The ultimate measure of memorable townscape is the subtlety and interplay of slight variations in detail and trim, and not jarring contrasts in building shapes, rooflines and openings.

### **Building Setbacks**

New construction within the Tower District needs to observe established building setbacks, or absence thereof, in residential as well as commercial construction. In the recent past, many new buildings have not observed the established setback pattern of neighboring structures and similar uses, with results that are destructive of the district's urban fabric. In particular, one observes that most new commercial buildings are set back from the street, with surface parking located along the street frontage. While admittedly this type of site design for retail commercial uses is permitted by City code, and while it may be appropriate if not actually desired in other parts of Fresno, it nevertheless is incompatible with well-established retail shopping streets of the Tower District, where buildings and storefronts are built to the front property line. The "shopping center" or "mini mall" site design is especially harmful to the Tower District at its major intersections, where the architecture and use of buildings rather than the presence of parking lots are needed to reinforce purpose and contribute to the urban character of the community.

Virtually all new buildings to be located within established shopping areas of the Tower District need to be constructed to the front and side property lines, so that the blockface of the entire street frontage will exist without gaps, "left over" spaces or curb cuts for driveways. The variance process should be used, if necessary and appropriate, to allow buildings to be constructed on the property lines. The clear intent is to maximize pedestrian use, enjoyment and amenity associated with the district's storefronts and retail commercial streets.

New residential and office construction located outside of established retail areas must respect established front, rear and side yard setbacks of nearby properties. Unfortunately, some of the Tower District's principal thoroughfares and "gateway" streets contain examples of office buildings either built on the front property line, or built far back on the

## NEW CONSTRUCTION

site with a surface parking lot and driveway dominating the front yard. While such solutions presumably satisfy the letter if not the intent of present City code provisions, they nevertheless are jarring in character and erosive of the historic patterns of development of most residential neighborhoods of the Tower District.

When new construction is to be located within the district's older, established neighborhoods, then the use of front, side and rear yard setbacks of the new construction are to achieve compatibility with corresponding site development characteristics of nearby properties.

### Secondary Structures & Walls

The design, placement and use of materials of secondary structures, such as garages, carports and utility sheds, as well as walls and fences, are just as critical to the overall appearance and value of a property as the design and building materials of the primary structure. Indeed, all too often we see the design integrity and value of a historically-significant property seriously and unnecessarily diminished by construction of a secondary structure or wall—not in terms of its erection per se, but due to its placement and/or use of materials.

A common practice in residential areas of the Tower District is the later addition of a carport or lean-to, where the solution is to attach this type of secondary structure to the house. In virtually every case the design and/or use of materials of this later addition is incompatible with the building fabric of the original structure, thereby compromising the integrity of the property's primary structure.

The subsequent addition of garages or carports to residential properties of the Tower District will best serve individual and collective interests if they are built as freestanding structures, and placed, to the extent possible, to the rear of the house. The shape, materials and paint schemes of these parking structures need to be consistent with corresponding qualities of the residential structure.

Many significant properties of the Tower District also are compromised by the later addition of walls or fences due to choice of building material and/or placement. As a general rule, the installation of chain link fences or cinder block walls is inappropriate within front or side yards of residential or retail commercial properties. (This guideline does not apply to cinder block or precast concrete walls which are finished with stucco.)

### Signs

The design, size, placement and use of materials of new signs in the Tower District are to be geared primarily to the pedestrian. This guiding principle is based on the predominant scale and character of the district,



## NEW CONSTRUCTION

as well as the principal focus of this Specific Plan, namely, the conservation and revitalization of the district's historic buildings and neighborhoods. The three major exceptions to this guiding principle regarding new signs in the district are the entire Blackstone corridor, which is definitively linked to use of the motor vehicle; the southwest corner of the district, where many land uses are geared to manufacturing and industrial activity; and Shields Avenue, where this Specific Plan calls for construction of office buildings.

Signing "puts the face" on a business; it reveals many things about a business that go far beyond the actual content of the sign's letters, symbols and message. Signs can inspire and excite the senses as well as inform and provide imagery; they have the potential to greatly enrich life on the street and the distinctive flavor of a commercial district. Signs in themselves also can generate additional business volume, just as poor signing can turn people off and therefore do great harm to an otherwise sound business. Beyond the signing and graphics program of an individual business, the collection of signs which appear on a building, a blockface and a district also tell us many things about the place we are visiting, in terms of style of management, overall quality of goods and services, concern for the general public, and the prevailing spirit of teamwork and cooperation.

The following types of new signs and graphics are appropriate for use on buildings and storefronts within commercial areas of the Tower District, where the orientation clearly is to pedestrian scale and activity:

- window signs with painted or applied vinyl letters
- projecting signs
- icon signs
- wall signs, especially those consisting of applied individual letters
- awnings with business name applied to valance

The following types of new signs are inappropriate for use in commercial areas of the Tower District, and therefore are to be avoided if not prohibited:

- rooftop signs
- projecting signs (except for "fin" signs) which extend above the roofline
- general purpose advertising signs, such as billboards
- freestanding signs, especially pole signs

## NEW CONSTRUCTION

- internally-illuminated, metal frame "box" signs
- paper or fabric signs, including banner signs, unless for market uses where location, format, letter style and schedule for changing content of message are approved in advance and adhered to
- "temporary" signs that become permanent signs
- florescent or day-glow signs
- moving signs, or signs with moving or flashing letters or objects
- signs which cover or compete with architectural detail

Within the Tower District, there are several residential areas where professional offices are permitted as conditional uses. In such areas, signs are appropriate when observing the following criteria:

- the design and primary material of the sign are residential in character
- information on the sign is limited to business name and street address
- only one sign is permitted, even if more than one business exists
- preferred solutions are a small wall sign adjacent to the front entrance, or, if a glass door exists, a sign with painted or applied vinyl letters
- the use of a freestanding sign is restricted to a low, monument-type sign, which must be sited parallel to the primary street and set back at least half the distance from the rear edge of the sidewalk to the front of the primary residential unit

### Site Development

With the exception of the many vacant parcels located within and adjacent to the proposed Highway 180 right-of-way, as well as the comparatively few vacant lots scattered throughout the Tower District's residential and commercial areas, the ultimate pattern for build-out of the district is well established. This Specific Plan serves to recognize and further reinforce this established character. Accordingly, specific elements and features of site development associated with the district's relatively few in-fill opportunities deserve attention.

Site development guideline recommendations developed elsewhere in this section, for example, regarding setbacks, building shapes and rooflines, as well as those contained in the companion section entitled, Public Area Improvements, were generated in large measure with the district's in-fill opportunities serving as the point of reference.

## NEW CONSTRUCTION

Additional elements and features of site development which deserve special attention are covered below.

Off-street parking areas are to be screened and illuminated with adjoining uses in mind, so as to minimize visual and audible intrusions. This is especially important when commercial developments of any size extend into or abut a neighborhood of established residential character, or when new higher-density residential construction is built next to existing lower-density residential construction.

Rear and side yard areas are to be designed and treated as spaces for "outdoor living" and "people places", and not merely as left over or required space in which to accommodate only trash collection bins, outdoor storage and off-street parking. Rear and side walls of new buildings are to have doors, windows and entrances located with the needs of customers, clients and the general public in mind; while blank walls may be acceptable in other environments, such as shopping centers, they are inappropriate in a decidedly pedestrian-oriented and "neighborhood friendly" environment such as the Tower District.

Off-street parking areas in the Tower District most often are barren, with little or no screening along sidewalks. This situation is particularly harmful to the overall quality and character of the district when such parking areas are located on corners. Given Fresno's hot summers and the desire to increase pedestrian use and enjoyment of the Tower District, the landscaping and screening of off-street parking areas will require, at a minimum, improvements consistent with recently-revised City standards. These off-street parking areas also will require continuous maintenance at levels heretofore not achieved.



**APPENDIX B:**  
**THE SECRETARY OF THE INTERIOR'S**  
**STANDARDS FOR HISTORIC**  
**PRESERVATION PROJECTS**



The Secretary of the Interior's  
STANDARDS FOR HISTORIC PRESERVATION PROJECTS

*with*  
Guidelines  
for  
Applying the Standards



THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION  
PROJECTS were prepared in 1979 by W. Brown Morton III and Gary L. Hume.



THE SECRETARY OF THE INTERIOR'S  
STANDARDS FOR HISTORIC PRESERVATION PROJECTS

with  
Guidelines for Applying the Standards

U.S. Department of the Interior  
National Park Service  
Preservation Assistance Division  
Washington, D.C.

1985



## CONTENTS

|   |   |
|---|---|
| THE SECRETARY OF THE INTERIOR'S<br>STANDARDS FOR HISTORIC PRESERVATION PROJECTS | 1 |
|---|---|

|  |   |
|--|---|
| DEFINITIONS for Historic Preservation Project Treatments | 2 |
| GENERAL STANDARDS for Historic Preservation Projects     | 4 |
| SPECIFIC STANDARDS for Historic Preservation Projects    | 6 |
| Standards for Acquisition                                | 6 |
| Standards for Protection                                 | 6 |
| Standards for Stabilization                              | 7 |
| Standards for Preservation                               | 7 |
| Standards for Rehabilitation                             | 7 |
| Standards for Restoration                                | 8 |
| Standards for Reconstruction                             | 8 |

|                                       |    |
|---------------------------------------|----|
| GUIDELINES FOR APPLYING THE STANDARDS | 10 |
|---------------------------------------|----|

|   |    |
|---|----|
| Acquisition   | 11 |
| The Environment   | 11 |
| Building Site   | 11 |
| Protection  | 12 |
| The Environment   | 12 |
| Archeological Sites and Features  | 12 |
| Building Site   | 13 |
| Building: Structural Systems  | 13 |
| Building: Exterior Features   | 14 |
| Roofs and Roofing   | 14 |
| Windows and Doors   | 14 |
| New Construction  | 15 |
| Mechanical Systems: Heating, Air Conditioning, Electrical,<br>Plumbing, Fire Protection | 15 |
| Stabilization   | 16 |
| The Environment   | 16 |
| Archeological Sites and Features  | 16 |
| Building Site   | 17 |
| Building: Structural Systems  | 17 |
| Building: Exterior Features   | 18 |
| Masonry: Adobe, brick, stone, terra cotta, concrete,<br>stucco, mortar                  | 18 |
| Wood: Clapboard, weatherboard, shingles, and other<br>wooden siding                     | 19 |
| Architectural Metals: Cast iron, steel, pressed tin,<br>aluminum, zinc                  | 20 |
| Roofs and Roofing   | 20 |
| Windows and Doors   | 21 |
| Entrances, Porches, Porte-cocheres, and Steps   | 21 |
| Building: Exterior Finishes   | 22 |
| Building: Interior Features   | 22 |
| Building: Interior Finishes   | 22 |
| New Construction  | 23 |
| Safety and Code Requirements  | 23 |

## **Preservation 24**

- The Environment 24
- Archeological Sites and Features 24
- Building Site 25
- Building: Structural Systems 25
- Building: Exterior Features 26
  - Masonry: Adobe, brick, stone, terra cotta, concrete stucco, and mortar 26
  - Wood: Clapboard, weatherboard, shingles, and other wooden siding 28
  - Architectural Metals: Cast iron, steel, pressed tin, aluminum, zinc 28
  - Roofs and Roofing 29
  - Windows and Doors 29
  - Entrances, Porches, Porte-cocheres, and Steps 30
- Building: Exterior Finishes 30
- Building: Interior Features 31
- Building: Interior Finishes 31
- New Construction 31
- Mechanical Systems: Heating, Air Conditioning, Electrical, Plumbing, Fire Protection 32
- Safety and Code Requirements 32

## **Restoration 33**

- The Environment 33
- Archeological Sites and Features 33
- Building Site 34
- Building: Structural Systems 35
- Building: Exterior Features 36
  - Masonry: Adobe, brick, stone, terra cotta, concrete stucco and mortar 36
  - Wood: Clapboard, weatherboard, shingles, and other wooden siding 37
  - Architectural Metals: Cast iron, steel, pressed tin, aluminum, zinc 38
  - Roofs and Roofing 38
  - Windows and Doors 39
  - Entrances, Porches, Porte-cocheres, and Steps 40
- Building: Exterior Finishes 40
- Building: Interior Features 40
- Building: Interior Finishes 41
- New Construction 41
- Mechanical Systems: Heating, Air Conditioning, Electrical, Plumbing, Fire Protection 42
- Safety and Code Requirements 42

## **Reconstruction 43**

- The Environment 43
- Archeological Sites and Features 43
- Building Site 44
- Plan 44
- Building: Exterior Features 45
  - Masonry: Adobe, brick, stone, terra cotta, concrete, stucco and mortar 45
  - Wood: Clapboard, weatherboard, shingles, and other wooden siding 45

## Reconstruction (continued)

|   |    |
|---|----|
| Architectural Metals: Cast iron, steel, pressed tin,<br>aluminum, zinc                  | 46 |
| Roofs and Roofing   | 46 |
| Windows and Doors   | 47 |
| Entrances, Porches, Porte-cocheres, and Steps   | 47 |
| Building: Exterior Finishes   | 48 |
| Building: Interior Features   | 48 |
| Building: Interior Finishes   | 49 |
| Mechanical Systems: Heating, Air Conditioning, Electrical,<br>Plumbing, Fire Protection | 49 |
| Safety and Code Requirements  | 49 |



## THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS

The Secretary of the Interior has the responsibility to develop standards for all programs under his authority that affect cultural resources listed or eligible for listing in the National Register of Historic Places. In fulfillment of this responsibility:

THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS have been developed for use by the National Park Service and the State Historic Preservation Officers and their staffs in planning, undertaking, and supervising Historic Preservation Fund grant-assisted projects for properties listed in the National Register.

THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS are also used by the National Park Service when advising other Federal agencies under Executive Order 11593, and reviewing rehabilitation proposals submitted with State and local government applications for the transfer of federally-owned surplus properties listed in the National Register.

The Standards for Rehabilitation, which comprise one section of THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS, are used by the National Park Service and the State Historic Preservation Officers and their staffs when determining if a rehabilitation for a "certified historic structure" qualifies as a certified rehabilitation pursuant to the Economic Recovery Tax Act of 1981, as amended. It should be noted that although the rehabilitation standards are included in this publication, the rehabilitation guidelines are not. This is because a separate, book-length, publication of the National Park Service entitled "The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings" (revised 1983) addresses the subject in full.

The Secretary of the Interior's  
STANDARDS for HISTORIC PRESERVATION PROJECTS

DEFINITIONS

*The following definitions are provided for treatments that may be undertaken on historic properties listed in the National Register of Historic Places:*

Acquisition

Is defined as the act or process of acquiring fee title or interest other than fee title of real property (including the acquisition of development rights or remainder interest).

Protection

Is defined as the act or process of applying measures designed to affect the physical condition of a property by defending or guarding it from deterioration, loss or attack, or to cover or shield the property from danger or injury. In the case of buildings and structures, such treatment is generally of a temporary nature and anticipates future historic preservation treatment; in the case of archeological sites, the protective measure may be temporary or permanent.

Stabilization

Is defined as the act or process of applying measures designed to reestablish a weather resistant enclosure and the structural stability of an unsafe or deteriorated property while maintaining the essential form as it exists at present.



## DEFINITIONS - Continued

Preservation

Is defined as the act or process of applying measures to sustain the existing form, integrity, and material of a building or structure, and the existing form and vegetative cover of a site. It may include initial stabilization work, where necessary, as well as ongoing maintenance of the historic building materials.

Rehabilitation

Is defined as the act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural, and cultural values.

Restoration

Is defined as the act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of the removal of later work or by the replacement of missing earlier work.

Reconstruction

Is defined as the act or process of reproducing by new construction the exact form and detail of a vanished building, structure, or object, or a part thereof, as it appeared at a specific period of time.

## GENERAL STANDARDS

*The following general standards apply to all treatments undertaken on historic properties listed in the National Register:*

1. Every reasonable effort shall be made to provide a compatible use for a property that requires minimal alteration of the building structure, or site and its environment, or to use a property for its originally intended purpose.
2. The distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.
3. All buildings, structures, and sites shall be recognized as products of their own time. Alterations which have no historical basis and which seek to create an earlier appearance shall be discouraged.
4. Changes, which may have taken place in the course of time, are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.
5. Distinctive stylistic features or examples of skilled craftsmanship, which characterize a building, structure, or site, shall be treated with sensitivity.
6. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historical, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

## GENERAL STANDARDS - continued

7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.
8. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to any acquisition, protection, stabilization, preservation, rehabilitation, restoration, or reconstruction project.

## SPECIFIC STANDARDS

*The following specific standards for each treatment are used in conjunction with the eight standards defined above and, in each case, begin with #9.*

*For example, in evaluating acquisition projects, include the eight general standards plus the four specific standards listed under Standards for Acquisition.*

### Standards for Acquisition

9. Careful consideration shall be given to the type and extent of property rights which are required to assure the preservation of the historic resource. The preservation objectives shall determine the exact property rights to be acquired.
10. Properties shall be acquired in fee simple when absolute ownership is required to insure their preservation.
11. The purchase of less-than-fee-simple interests, such as open or facade easements, shall be undertaken when a limited interest achieves the preservation objective.
12. Every reasonable effort shall be made to acquire sufficient property with the historic resource to protect its historical, archeological, architectural, or cultural significance.

### Standards for Protection

9. Before applying protective measures, which are generally of a temporary nature and imply future historic preservation work, an analysis of the actual or anticipated threats to the property shall be made.
10. Protection shall safeguard the physical condition or environment of a property or archeological site from further deterioration or damage caused by weather or other natural, animal, or human intrusions.
11. If any historic material or architectural features are removed, they shall be properly recorded, and, if possible, stored for future study or reuse.

## SPECIFIC STANDARDS - continued

### Standards for Stabilization

9. Stabilization shall reestablish the structural stability of a property through the reinforcement of loadbearing members or by arresting material deterioration leading to structural failure. Stabilization shall also reestablish weather resistant conditions for a property..
10. Stabilization shall be accomplished in such a manner that it detracts as little as possible from the property's appearance. When reinforcement is required to reestablish structural stability, such work shall be concealed wherever possible so as not to intrude upon or detract from the aesthetic and historical quality of the property, except where concealment would result in the alteration or destruction of historically significant material or spaces.

### Standards for Preservation

9. Preservation shall maintain the existing form, integrity, and materials of a building, structure, or site. Substantial reconstruction or restoration of lost features generally are not included in a preservation undertaking.
10. Preservation shall include techniques of arresting or retarding the deterioration of a property through a program of ongoing maintenance.

### Standards for Rehabilitation

9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historic, architectural, or cultural material and such design is compatible with the size, scale, color, material, and character of the property, neighborhood, or environment.
10. Wherever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

## SPECIFIC STANDARDS - continued

Standards for Restoration

9. Every reasonable effort shall be made to use a property for its originally intended purpose or to provide a compatible use that will require minimum alteration to the property and its environment.
10. Reinforcement required for structural stability or the installation of protective or code required mechanical systems shall be concealed whenever possible so as not to intrude or detract from the property's aesthetic and historical qualities, except where concealment would result in the alteration or destruction of historically significant materials or spaces.
11. When archeological resources must be disturbed by restoration work, recovery of archeological material shall be undertaken in conformance with current professional practices.

Standards for Reconstruction

9. Reconstruction of a part or all of a property shall be undertaken only when such work is essential to reproduce a significant missing feature in a historic district or scene, and when a contemporary design solution is not acceptable.
10. Reconstruction of all or a part of a historic property shall be appropriate when the reconstruction is essential for understanding and interpreting the value of a historic district, or when no other building, structure, object, or landscape feature with the same associative value has survived and sufficient historical documentation exists to insure an accurate reproduction of the original.
11. The reproduction of missing elements accomplished with new materials shall duplicate the composition, design, color, texture, and other visual qualities of the missing element. Reconstruction of missing architectural features shall be based upon accurate duplication of original features, substantiated by historical, physical, or pictorial evidence rather than upon conjectural designs or the availability of different architectural features from other buildings.
12. Reconstruction of a building or structure on an original site shall be preceded by a thorough archeological investigation to locate and identify all subsurface features and artifacts.

## SPECIFIC STANDARDS - continued

13. Reconstruction shall include measures to preserve any remaining original fabric, including foundations, subsurface, and ancillary elements. The reconstruction of missing elements and features shall be done in such a manner that the essential form and integrity of the original surviving features are unimpaired.

GUIDELINES FOR APPLYING  
THE SECRETARY OF THE INTERIOR'S  
STANDARDS FOR HISTORIC PRESERVATION PROJECTS

The following guidelines are designed to assist individual property owners formulate plans for the acquisition, development, and continued use of historic properties and buildings in a manner consistent with the intent of the SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS. The guidelines may be applied to buildings of all sizes, materials, occupancy, and construction types; and apply to both interior and exterior work.

Separate guidelines are given for each of six treatments. As noted on page 1, the revised and expanded rehabilitation guidelines (1983) are not included but, together with the Standards for Rehabilitation, constitute a separate National Park Service publication.

Preservation approaches, materials, and methods consistent with THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS are listed in the Recommended column on the left. A parallel Not Recommended column on the right lists the types of actions that may adversely affect a property's architectural, historic, or archeological qualities.



Guidelines for Applying  
The Secretary of the Interior's  
Standards for ACQUISITION

THE ENVIRONMENT

*Recommended*

Developing, whenever possible, plans for the preservation, maintenance, and compatible use of the property prior to purchase of the property.

Acquiring sufficient property or easements to protect the historic resource and its environment.

*Not Recommended*

Purchasing a structure with the intent of moving it from its original site should not be undertaken unless it has been clearly demonstrated that the only feasible way to save the structure is by moving it.

BUILDING SITE

*Recommended*

Insuring that all the property to be purchased is included in the property's boundaries as defined in the National Register of Historic Places.

Establishing the market value by having the property appraised by an independent appraiser, recognized by the American Institute of Appraisers. Properties over \$100,000 should receive two appraisals.

Insuring in the purchase of an archeological site that sufficient property is acquired to include all significant aspects of the archeological resource.

*Not Recommended*

## Guidelines for Applying

The Secretary of the Interior's

Standards for PROTECTION

## THE ENVIRONMENT

*Recommended**Not Recommended*

Protecting distinctive features such as the size, scale, mass, color, and materials of buildings (including roofs, porches, and stairways) that give a neighborhood its distinguishing character.

Introducing security lighting, fencing, walkways, and street signs that are compatible with the character of the neighborhood or provide a minimum intrusion on its size, scale, material, and color.

Introducing security lighting, fencing, and paving materials that are out of scale or inappropriate to the neighborhood.

## ARCHEOLOGICAL SITES AND FEATURES

*Recommended**Not Recommended*

Retaining archeological resources intact, whenever possible.

Causing ground disturbances without evaluating the archeological potential of an area.

Failing to properly monitor all ground disturbances on a property for possible archeological data that could provide information relating to the history or interpretation of the property.

Minimizing disturbance of terrain around the property, thus reducing the possibility of destroying unknown archeological resources.

Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.

Installing underground utilities, pavements, and other modern features that disturb archeological resources.

## ARCHEOLOGICAL SITES AND FEATURES -- continued

*Recommended*

Undertaking archeological investigations in accordance with The Recovery of Scientific, Prehistoric, and Archeological Data: Methods, Standards, and Reporting Requirements (36 CFR 66 Proposed Guidelines published in the Federal Register, Vol. 42, No. 19, Friday, January 28, 1977).

*Not Recommended*

Undertaking an archeological investigation without professional guidance, or without utilizing professional curatorial techniques.

---

BUILDING SITE*Recommended*

Protecting plants, trees, fencings, walkways, outbuildings, and other elements that might be an important part of the property's history and development.

Using nonhistoric protective features such as security chain link fencing, or other forms of cordoning that are of a temporary nature, and imply future, more compatible solutions to security problems.

Providing proper site and roof drainage to assure that water does not splash against building or foundation walls, nor drain toward the building.

*Not Recommended*

Making changes to the appearance of the site such as removing trees, walls, fencing, and other elements unless these elements pose a threat to the physical condition or environment of a property which could cause further deterioration.

---

BUILDING: STRUCTURAL SYSTEMS*Recommended*

Recognizing the special problems inherent in the structural systems of historic buildings, especially where there are visible signs of cracking, deflection, or failure.

*Not Recommended*

Disturbing existing foundations with new excavations that undermine the structural stability of the building.

## BUILDING: EXTERIOR FEATURES

## Roofs and Roofing

*Recommended*

Retaining the original roofing material, whenever possible.

Safeguarding by temporary protective measures all architectural features that give the roof its essential character, such as dormer windows, cupolas, cornices, brackets, chimneys, cresting, and weather vanes.

Utilizing temporary roofing such as plastic, tar paper, nonappropriate shingles, etc., to temporarily protect the extant roof and the structure from damage by water, wind, or animal intrusion. This treatment implies a future more permanent, compatible treatment.

*Not Recommended*

Removing, damaging, or altering architectural features that give the roof its essential character when applying temporary, protective measures.

## Windows and Doors

*Recommended*

Installing storm or insulating windows that protect important historic fabric such as carved or panelled doors, antique glass, or art glass in such a manner as to cause minimal intrusion on the windows or doors.

*Not Recommended*

Installing inappropriate new window or door features such as aluminum storm and screen window combinations that require the removal of original windows and doors.

NEW CONSTRUCTION

*Recommended*

*Not Recommended*

*New Construction is not an appropriate undertaking in a protection project.*

---

MECHANICAL SYSTEMS: HEATING, AIR CONDITIONING, ELECTRICAL, PLUMBING,  
FIRE PROTECTION

*Recommended*

*Not Recommended*

Causing unnecessary damage to the appearance of the building when correcting deficient electrical or mechanical systems or installing temporary protective systems.

Installing temporary security and fire protection systems in such a manner that no damage is caused to the historic fabric.

Repairing or installing temporary electrical service to prevent damage from hazardous conditions such as faulty wires.

Guidelines for Applying  
The Secretary of the Interior's  
Standards for STABILIZATION

THE ENVIRONMENT

*Recommended*

Retaining distinctive features such as the size, scale, mass, color, and materials of buildings (including roofs, porches, and stairways) that give a neighborhood its distinguishing character.

*Not Recommended*

Introducing new structural systems, buttresses, or steel frames that are incompatible with the character of the district because of size, scale, color, and materials.

ARCHEOLOGICAL SITES AND FEATURES

*Recommended*

Retaining archeological resources intact, whenever possible.

Minimizing disturbances of terrain around the structure, thus reducing the possibility of destroying unknown archeological resources.

Arranging for an archeological survey of all terrain that must be disturbed by the project. If the survey reveals sites or features that might be adversely affected, the area should be avoided or an archeological investigation conducted in accordance with The Recovery of

*Not Recommended*

Causing ground disturbances without evaluating the archeological potential of an area.

Failing to properly monitor all ground disturbances on a property for possible archeological data that could provide information relating to the history of the property.

Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.

Installing underground utilities, pavements, and other modern features that disturb archeological resources.

Undertaking an archeological investigation without professional guidance, or without utilizing professional curatorial techniques.

## ARCHEOLOGICAL SITES AND FEATURES -- continued

*Recommended**Not Recommended*

Scientific, Prehistoric, and Archeological Data: Methods, Standards, and Reporting Requirements (36 CFR 66 Proposed Guidelines published in the Federal Register, Vol. 42, No. 19, Friday, January 28, 1977).

---

BUILDING SITE*Recommended**Not Recommended*

Retaining plants, trees, fencings, walkways, street lights, signs, and benches that reflect the property's history and development.

Making changes to the appearance of the site by removing old trees, wall fencings, walkways, and other elements unless these elements endanger the building's structural stability.

---

BUILDING: STRUCTURAL SYSTEMS*Recommended**Not Recommended*

Recognizing the special problems inherent in the structural systems of historic buildings, especially where there are visible signs of cracking, deflection, or failure.

Disturbing existing foundations with new excavations that undermine the structural stability of the building.

Undertaking stabilization and repair of weakened structural members and systems.

Leaving known structural problems untreated that will cause continuing deterioration and will shorten the life of the structure.

Replacing historically important structural members only when necessary. Supplementing existing structural systems when damaged or inadequate.

## BUILDING: EXTERIOR FEATURES

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar

*Recommended*

Retaining original masonry and mortar, whenever possible, without the application of any surface treatment.

Duplicating old mortar in composition, color, and texture.

Duplicating old mortar in joint size, method of application, and joint profile.

Repairing stucco with a stucco mixture that duplicates the original as closely as possible in appearance and texture.

Cleaning masonry only when necessary to stabilize the brickwork by halting deterioration. Always use the gentlest method possible, such as low pressure water and soft natural bristle brushes.\*

*Not Recommended*

Applying waterproof or water repellent coatings or other treatments unless required to solve a specific technical problem that has been studied and identified. Coatings are frequently unnecessary, expensive, and do not stabilize masonry by preventing further deterioration.

Repointing with mortar of high Portland cement content can often create a bond that is stronger than the building material. This can cause deterioration as a result of the differing coefficient of expansion and the differing porosity of the material and the mortar.

Repointing with mortar joints of a differing size or joint profile, texture, or color.

Sandblasting brick or stone surfaces; this method of cleaning should never be considered when the objective is the stabilization of a masonry surface. Sandblasting erodes the surface of the material and accelerates deterioration.

---

\*For more information consult Preservation Briefs: 1, "The Cleaning and Waterproof Coating of Masonry Buildings" and Preservation Briefs: 2, "Repointing Mortar Joints in Historic Brick Buildings." Both are available from Technical Preservation Services Division, Heritage Conservation and Recreation Service, Washington, D.C. 20240



## BUILDING: EXTERIOR FEATURES -- continued

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar

*Recommended*

Repairing deteriorated material with new material that duplicates the old as closely as possible.

Retaining the original or early color and texture of masonry surfaces, wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons.

Wood: Clapboard, weatherboard, shingles, and other wooden siding

*Recommended*

Retaining original material, whenever possible.

Repairing or replacing when necessary to reestablish structural stability of deteriorated material with new material that duplicates in size, shape, texture, and appearance of the old.

*Not Recommended*

Using chemical products that could have an adverse chemical reaction with the masonry materials, i.e. acid on limestone or marble.

Using visible new material, which is inappropriate or was unavailable when the building was constructed, such as artificial brick siding, artificial cast stone, or brick veneer.

Removing paint from masonry surfaces indiscriminately. This may subject the building to damage and change its historical appearance.

*Not Recommended*

Resurfacing frame buildings with new material, which is inappropriate or was unavailable when the building was constructed, such as artificial stone, brick veneer, asbestos or asphalt shingles, and plastic or aluminum siding. Such material can also contribute to the deterioration and eventual structural failure of building material resulting from moisture and insects.

## BUILDING: EXTERIOR FEATURES -- continued

Architectural Metals: Cast iron, steel, pressed tin, aluminum, zinc

*Recommended*

Retaining original material, whenever possible.

Cleaning, when necessary, with the appropriate method to prevent deterioration leading to structural failure. Cast iron and steel are usually not affected by mechanical cleaning methods while pressed tin, zinc, and aluminum should be cleaned by the gentlest method possible.

*Not Recommended*

Removing architectural features that are an essential part of a building's character and appearance that illustrates the continuity of growth and change.

Exposing metals originally intended to be protected from the environment and thus encouraging structural failure. Do not use cleaning methods that alter the color or texture of the metal.

## Roofs and Roofing

*Recommended*

Preserving the original roof shape when introducing structural reinforcement.

Retaining the original roofing material, whenever possible, when reestablishing structural stability.

Replacing deteriorated roof coverings with new material that matches the old in composition, size, shape, color, and texture after reestablishing the structural stability of the roof.

*Not Recommended*

Changing the original roof shape or adding features inappropriate to the essential character of the roof as a part of reestablishing structural stability.

Replacing deteriorated roof coverings with new materials that differ to such an extent from the old in composition, size, shape, color, and texture that the appearance of the building is altered, after the roof has been stabilized.

## BUILDING: EXTERIOR FEATURES -- continued

## Windows and Doors

*Recommended*

Retaining existing window and door openings including window sash, glass, lintels, sills, architraves, shutters, and doors, pediments, hoods, steps, and all hardware that may be affected in reestablishing structural stability.

Duplicating the material, design, and the hardware of the older window sash and doors if new sash and doors are required after structural repairs are completed.

*Not Recommended*

Using inappropriate new windows or doors such as aluminum storm and screen window combinations when the removal of original windows and doors is required as a part of reestablishing the structural stability of the wall.

## Entrances, Porches, Porte-cocheres, and Steps

*Recommended*

Retaining and reestablishing the structural stability of porches and steps that are appropriate to the building and its development. Porches or additions reflecting later architectural styles are often important to the building's historical integrity and, wherever possible, should be retained.

Repairing or replacing, where necessary, deteriorated wooden members and architectural features of wood, iron, cast iron, terra cotta, tile, and brick when they begin to fail structurally as a result of age or deterioration.

*Not Recommended*

Removing or altering porches and steps when they become structurally unstable.

Stripping porches and steps of original material and architectural features, such as handrails, balusters, columns, brackets, and roof decoration of wood, iron, cast iron, terra cotta, tile, and brick, or replacing structurally deteriorated members such as porch columns with inappropriate new material such as aluminum or wrought iron.

## BUILDING: EXTERIOR FINISHES

*Recommended*

Preserving existing paint color and finishes, or repainting to match existing conditions.

*Not Recommended*

Removing existing paint color and finishes.

## BUILDING: INTERIOR FEATURES

*Recommended*

Retaining original material, architectural features, and hardware, whenever possible, such as stairs, elevators, handrails, balusters, ornamental columns, cornices, baseboards, doors, doorways, windows, mantel pieces, paneling, lighting fixtures, and parquet or mosaic flooring that may be affected when reestablishing structural stability.

Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.

Retaining original plaster, whenever possible.

Retaining the basic plan of a building and the relationship and size of rooms, corridors, and other spaces when adding structural reinforcement.

*Not Recommended*

Removing original material, architectural features, and hardware, except where essential to reestablish structurally safe conditions.

Destroying original plaster except where necessary to reestablish structurally safe conditions.

Altering the basic plan of a building by introducing new load bearing walls or partitions.

## BUILDING: INTERIOR FINISHES

*Recommended*

Retaining and protecting original paint colors, finishes, wallpapers, and other decorative motifs or, where necessary, replacing them with colors, wallpaper, or decorative motifs based on the original.

*Not Recommended*

## NEW CONSTRUCTION

*Recommended*

Keeping required structural work to a minimum, making it compatible in scale, building materials, and texture.

Designing required structural work to be compatible in materials, size, scale, color, and texture with the other buildings in the neighborhood.

Protecting architectural details and features that contribute to the building's character when undertaking required structural work.

*Not Recommended*

Designing new work required for structural stability that is incompatible with the other buildings in the neighborhood in materials, size, scale, and texture.

---

SAFETY AND CODE REQUIREMENTS*Recommended*

Installing adequate fire prevention equipment in a manner that does minimal damage to the appearance or structure of a property.

*Not Recommended*

## Guidelines for Applying

## The Secretary of the Interior's

## Standards for PRESERVATION

## THE ENVIRONMENT

*Recommended**Not Recommended*

Retaining distinctive features such as the size, scale, mass, color, and materials of buildings (including roofs, porches, and stairways) that give a neighborhood its distinguishing character.

Retaining extant light fixtures and devices, signs, telephone poles, and other street furniture that may possess associative value with the historic scene.

Retaining landscape features such as parks, gardens, street lights, signs, benches, walkways, streets, alleys, and building set backs that have traditionally linked buildings to their environment.

Removing signs, wires, and street furniture that possess associative value with the historic scene.

---

 ARCHEOLOGICAL SITES AND FEATURES
*Recommended**Not Recommended*

Retaining archeological resources intact, whenever possible.

Causing ground disturbances without evaluating the archeological potential of an area.

Minimizing disturbance of terrain around the property, thus reducing the possibility of destroying unknown archeological resources.

Failing to properly monitor all ground disturbances on a property for possible archeological data that could provide information relating to the history or interpretation of the property.

Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.

## Guidelines for Applying STANDARDS FOR REHABILITATION

### *Recommended*

### *Not Recommended*

#### The Environment

Retaining distinctive features such as the size, scale, mass, color, and materials of buildings, including roofs, porches, and stairways that give a neighborhood its distinguishing character.

Retaining landscape features such as parks, gardens, street lights, signs, benches, walkways, streets, alleys, and building set-backs that have traditionally linked buildings to their environment.

Using new plant materials, fences, walkways, street lights, signs, and benches that are compatible with the character of the neighborhood in size, scale, material, and color.

Introducing new construction into neighborhoods that is incompatible with the character of the district because of size, scale, color, and materials.

Destroying the relationship of buildings and their environment by widening existing streets, changing paving material, or by introducing inappropriately located new streets and parking lots that are incompatible with the character of the neighborhood.

Introducing signs, street lighting, benches, new plant materials, fences, walkways, and paving materials that are out of scale or inappropriate to the neighborhood.

#### Archeological Sites and Features

Retaining archeological resources intact, whenever possible.

Minimizing disturbances of terrain around the structure, thus reducing the possibility of destroying unknown archeological resources.

Arranging for an archeological survey of all terrain that must be disturbed by the project. If the survey reveals sites or features that might be adversely affected, the area should be avoided or an archeological investigation conducted in accordance with the Recovery of Scientific, Prehistoric, and Archeological Data: Methods, Standards, and Reporting Requirements (36 CFR 1210, formerly 36 CFR 66 Proposed Guidelines published in the Federal Register Vol. 42, No. 19, Friday, January 28, 1977).

Causing ground disturbances without evaluating the archeological potential of an area.

Failing to properly monitor all ground disturbances on a property for possible archeological data that could provide information relating to the history of the property.

Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.

Installing underground utilities, pavements, and other modern features that disturb archeological resources.

Undertaking an archeological investigation without professional guidance, or without utilizing professional curatorial techniques.

*Recommended*

*Not Recommended*

**Building Site**

Identifying plants, trees, fences, walkways, outbuildings, and other elements that might be an important part of the property's history and development.

Retaining plants, trees, fences, walkways, street lights, signs, and benches that reflect the property's history and development.

Basing decisions for new site work on actual knowledge of the past appearance of the property found in photographs, drawings, newspapers, and tax records. If changes are made, they should be carefully evaluated in light of the past appearance of the site.

Providing proper site and roof drainage to assure that water does not splash against building or foundation walls, nor drain toward the building.

Making changes to the appearance of the site by removing old plants, trees, fences, walkways, outbuildings, and other elements before evaluating their importance in the property's history and development.

Leaving plant materials and trees in close proximity to the building that may be causing deterioration of the historic fabric.

**Building: Structural Systems**

Recognizing the special problems inherent in the structural systems of historic buildings, especially where there are visible signs of cracking, deflection, or failure.

Undertaking stabilization and repair of weakened structural members and systems.

Supplementing existing structural systems when damaged or inadequate. Replace historically important structural members only when necessary.

Disturbing existing foundations with new excavations that undermine the structural stability of the building.

Leaving known structural problems untreated that will cause continuing deterioration and will shorten the life of the structure.



*Recommended**Not Recommended***Building: Exterior Features****Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar**

Retaining original masonry and mortar, whenever possible, without the application of any surface treatment.

Repointing only those mortar joints where there is evidence of moisture problems or when sufficient mortar is missing to allow water to stand in the mortar joint.

Duplicating old mortar in composition, color, and texture.

Duplicating old mortar in joint size, method of application, and joint profile.

Repairing stucco with a stucco mixture that duplicates the original as closely as possible in appearance and texture.

Cleaning masonry only when necessary to halt deterioration or to remove graffiti and stains and always with the gentlest method possible, such as low pressure water and soft natural bristle brushes.\*

Applying waterproof or water repellent coatings or surface consolidation treatments unless required to solve a specific technical problem that has been studied and identified. Coatings are frequently unnecessary, expensive, and can accelerate deterioration of the masonry.

Repointing mortar joints that do not need repointing. Using electric saws and hammers to remove mortar can seriously damage the adjacent brick.

Repointing with mortar of high Portland cement content, thus creating a bond that can often be stronger than the building material. This can cause deterioration as a result of the differing coefficient of expansion and the differing porosity of the material and the mortar.

Repointing with mortar joints of a differing size or joint profile, texture, or color.

Sandblasting, including dry and wet grit and other abrasives, brick, or stone surfaces: this method of cleaning erodes the surface of the material and accelerates deterioration. Do not use chemical cleaning products that would have an adverse chemical reaction with the masonry materials, i.e., acid on limestone or marble.

\*For more information consult Preservation Briefs: 1, "The Cleaning and Waterproof Coating of Masonry Buildings" and Preservation Briefs: 2, "Repointing Mortar Joints in Historic Brick Buildings." Both are available from Technical Preservation Services Division, Heritage Conservation and Recreation Service, Washington, D.C. 20243.

*Recommended*

*Not Recommended*

**Building: Exterior Features**

**Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar—continued**

Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.

Replacing missing significant architectural features, such as cornices, brackets, railings, and shutters.

Retaining the original or early color and texture of masonry surfaces, including early signage, wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons.

Applying new material, which is inappropriate or was unavailable when the building was constructed, such as artificial brick siding, artificial cast stone, or brick veneer.

Removing architectural features such as cornices, brackets, railings, shutters, window architraves, and doorway pediments.

Removing paint from masonry surfaces indiscriminately. This may subject the building to damage and change its appearance.

**Wood: Clapboard, weatherboard, shingles, and other wooden siding**

Retaining and preserving significant architectural features, whenever possible.

Repairing or replacing, where necessary, deteriorated material that duplicates in size, shape, and texture the old as closely as possible.

Removing architectural features such as siding, cornices, brackets, window architraves, and doorway pediments. These are, in most cases, an essential part of a building's character and appearance that illustrates the continuity of growth and change.

Resurfacing frame buildings with new material, which is inappropriate or was unavailable when the building was constructed, such as artificial stone, brick veneer, asbestos or asphalt shingles, and plastic or aluminum siding. Such material can also contribute to the deterioration of the structure from moisture and insects.

**Architectural Metals: Cast iron, steel, pressed tin, aluminum, zinc**

Retaining original material, whenever possible

Cleaning, when necessary, with the appropriate method. Metals should be cleaned by methods that do not abrade the surface.

Removing architectural features that are an essential part of a building's character and appearance and thus illustrate the continuity of growth and change.

Exposing metals that were intended to be protected from the environment. Do not use cleaning methods which alter the color or texture of the metal.

*Recommended**Not Recommended***Building: Exterior Features—continued****Roofs and Roofing**

Preserving the original roof shape.

Retaining the original roofing material, whenever possible

Providing adequate roof drainage and insuring that the roofing materials provide a weathertight covering for the structure.

Replacing deteriorated roof coverings with new material that matches the old in composition, size, shape, color, and texture.

Preserving or replacing, where necessary, all architectural features that give the roof its essential character, such as dormer windows, cupolas, cornices, brackets, chimneys, cresting, weather vanes, gutters, downspouts, and lightning rods.

Changing the essential character of the roof by adding inappropriate features such as dormer windows, vents, or skylights.

Applying new roofing material that is inappropriate to the style and period of the building and neighborhood.

Replacing deteriorated roof coverings with new materials that differ to such an extent from the old in composition, size, shape, color, and texture that the appearance of the building is altered.

Stripping the roof of architectural features important to its character.

**Windows and Doors**

Retaining and repairing existing window and door openings, including window sash, glass, lintels, sills, architraves, shutters, doors, pediments, hoods, steps, and all hardware.

Duplicating the material, design, and hardware of the older window sash and doors if new sash and doors are used.

Introducing new window and door openings into the principal elevations, or enlarging or reducing window or door openings to fit new stock window sash or new stock door sizes.

Altering the size of window panes or sash. Such changes destroy the scale and proportion of the building.

Installing inappropriate new window or door features such as aluminum storm and screen window insulating glass combinations that require the removal of original windows and doors or the installation of plastic, canvas, or metal strip awnings or fake shutters that detract from the character and appearance of the building.

*Recommended*

*Not Recommended*

**Building: Exterior Features**

**Windows and Doors—continued**

Installing visually unobtrusive storm windows and doors that do not damage existing frames and that can be removed in the future.

Using original doors and door hardware when they can be repaired and reused in place.

Discarding original doors and door hardware when they can be repaired and reused in place.

**Entrances, Porches, Porte-cocheres, and Steps**

Retaining porches and steps that are appropriate to the building and its development. Porches or additions reflecting later architectural styles are often important to the building's historical integrity and, wherever possible, should be retained.

Repairing or replacing, where necessary, deteriorated architectural features of wood, iron, cast iron, terra cotta, tile, and brick.

Removing or altering porches and steps that are inappropriate to the building's development and style.

Stripping porches and steps of original material and architectural features such as handrails, balusters, columns, brackets, and roof decorations of wood, iron, cast iron, terra cotta, tile, and brick.

Enclosing porches and steps in a manner that destroys their intended appearance.

**Building: Exterior Finishes**

Discovering the historic paint colors and finishes of the structure and repainting with those colors to illustrate the distinctive character of the property.

Removing paint and finishes down to the bare surface: strong paint strippers, whether chemical or mechanical, can permanently damage the surface. Also, stripping obliterates evidence of the historical paint finishes.

Repainting with colors that cannot be documented through research and investigation to be appropriate to the building and neighborhood.

*Recommended**Not Recommended***Building: Interior Features**

Retaining original material, architectural features, and hardware, whenever possible, such as stairs, elevators, handrails, balusters, ornamental columns, cornices, baseboards, doors, doorways, windows, mantel pieces, paneling, lighting fixtures, parquet, or mosaic flooring.

Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.

Retaining original plaster, whenever possible.

Enclosing an important interior stairway, where required by code, in such a way as to retain its character. In many cases, glazed fire-rated walls may be used.

Retaining the basic plan of a building, the relationship and size of rooms, corridors, and other spaces.

Removing original material, architectural features, and hardware, except where essential for safety or efficiency.

Replacing interior doors and transoms without investigating alternative fire protection measures or possible code variances.

Installing new decorative material and paneling, which destroys significant architectural features or was unavailable when the building was constructed, such as vinyl, plastic, or imitation wood wall and floor coverings, except in utility areas such as bathrooms and kitchens.

Removing plaster to expose brick to give the wall an appearance it never had.

Enclosing important stairways with ordinary fire-rated construction which destroys the architectural character of the stair and the space.

Altering the basic plan of a building by demolishing principal walls, partitions, and stairways.

**Building: Interior Finishes**

Discovering and retaining original paint colors, finishes, wallpapers, and other decorative motifs or, where necessary, replacing them with colors, wallpapers, or decorative motifs based on the original.

Changing the texture and patina of exposed wooden architectural features (including structural members) and masonry surfaces through sandblasting or use of other abrasive techniques to remove paint, discoloration, and plaster, except in certain industrial and warehouse buildings where the interior masonry or plaster surfaces do not have significant design, detailing, tooling, or finish; and where wooden architectural features are not finished, molded, beaded, or worked by hand.\*

\*In cases where abrasive cleaning is contemplated, it is strongly recommended that prior approval be obtained from the U.S. Department of the Interior if the rehabilitation involves any Federal funds or where the owner intends to apply for the tax benefits for rehabilitation work under the Tax Reform Act of 1976.

*Recommended*

*Not Recommended*

### Building: Interior Finishes—continued

Removing paint from wooden architectural features that were never intended to be exposed.

### New Construction

Keeping new additions and adjacent new construction to a minimum, making them compatible in scale, building materials, and texture.

Designing new work to be compatible in materials, size, scale, color, and texture with the other buildings in the neighborhood.

Using contemporary designs compatible with the character and mood of the building or the neighborhood.

Designing new work which is incompatible with the other buildings in the neighborhood in materials, size, scale, and texture.

Imitating an earlier style or period of architecture in new additions, except in rare cases where a contemporary design would detract from the architectural unity of an ensemble or group. Especially avoid imitating an earlier style of architecture in new additions that have a completely contemporary function such as a drive-in bank or garage.

Adding new height to the building that changes the scale and character of the building. Additions in height should not be visible when viewing the principal facades.

Adding new floors or removing existing floors that destroy important architectural details, features, and spaces of the building.

Protecting architectural details and features that contribute to the character of the building.

Placing television antennae and mechanical equipment, such as air conditioners, in an inconspicuous location.

Placing television antennae and mechanical equipment, such as air conditioners, where they can be seen from the street.

*Recommended*

*Not Recommended*

**Mechanical Systems: Heating, Air Conditioning, Electrical, Plumbing, Fire Protection**

Installing necessary mechanical systems in areas and spaces that will require the least possible alteration to the structural integrity and physical appearance of the building.

Utilizing early mechanical systems, including plumbing and early lighting fixtures, where possible.

Installing the vertical runs of ducts, pipes, and cables in closets, service rooms, and wall cavities.

Insuring adequate ventilation of attics, crawlspaces, and cellars to prevent moisture problems.

Installing thermal insulation in attics and in unheated cellars and crawlspaces to conserve energy.

Causing unnecessary damage to the plan, materials, and appearance of the building when installing mechanical systems.

Attaching exterior electrical and telephone cables to the principal elevations of the building.

Installing vertical runs of ducts, pipes, and cables in places where they will be a visual intrusion.

Concealing or "making invisible" mechanical equipment in historic walls or ceilings. Frequently, this concealment requires the removal of historic fabric.

Installing "dropped" acoustical ceilings to hide mechanical equipment. This destroys the proportions and character of the rooms.

Installing foam, glass fiber, or cellulose insulation into wall cavities of either wooden or masonry construction. This has been found to cause moisture problems when there is no adequate moisture barrier.

**Safety and Code Requirements**

Complying with code requirements in such a manner that the essential character of a building is preserved intact.

Working with local code officials to investigate alternative life safety measures that preserve the architectural integrity of the building.

Investigating variances for historic properties allowed under some local codes.

*Recommended*

*Not Recommended*

### Safety and Code Requirements—continued

Installing adequate fire prevention equipment in a manner that does minimal damage to the appearance or fabric of a property.

Adding new stairways and elevators that do not alter existing exit facilities or other important architectural features and spaces of the building.

Adding new stairways and elevators that alter existing exit facilities or important architectural features and spaces of the building.



## ARCHEOLOGICAL SITES AND FEATURES -- continued

*Recommended*

Undertaking archeological investigations in accordance with The Recovery of Scientific, Prehistoric, and Archeological Data: Methods, Standards, and Reporting Requirements (36 CFR 66 Proposed Guidelines published in the Federal Register, Vol. 42, No. 19, Friday, January 28, 1977).

*Not Recommended*

Installing underground utilities, pavements, and other modern features that disturb archeological resources.

Undertaking an archeological investigation without professional guidance, or without utilizing professional curatorial techniques.

---

BUILDING SITE*Recommended*

Identifying plants, trees, fencings, walkways, outbuildings, and other elements that might be an important part of the property's history and development.

Retaining plants, trees, fencings, walkways, street lights, signs, and benches that reflect the property's history and development.

Providing proper site and roof drainage to assure that water does not splash against building or foundation walls, nor drain toward the building.

*Not Recommended*

Making changes to the appearance of the site by removing old plants, trees, fencings, walkways, outbuildings, and other elements before evaluating their importance in the property's history and development.

---

BUILDING: STRUCTURAL SYSTEMS*Recommended*

Recognizing the special problems inherent in the structural systems of historic buildings, especially

*Not Recommended*

Disturbing existing foundations with new excavations that undermine the structural stability of the building.

## BUILDING: STRUCTURAL SYSTEMS -- continued

*Recommended*

where there are visible signs of cracking, deflection, or failure.

Undertaking stabilization and repair of weakened structural members and systems.

Replacing historically important structural members only when necessary. Supplementing existing structural systems when damaged or inadequate.

*Not Recommended*

Leaving known structural problems untreated that will cause continuing deterioration and will shorten the life of the structure.

---

BUILDING: EXTERIOR FEATURES

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar

*Recommended*

Retaining existing masonry and mortar, whenever possible, without the application of any surface treatment.

Repointing only those mortar joints where there is evidence of moisture problems or when sufficient mortar is missing to allow water to stand in the mortar joint.

Duplicating old mortar in composition, color, and texture.

*Not Recommended*

Applying waterproof or water repellent coatings or other treatments unless required to solve a specific technical problem that has been studied and identified. Coatings are frequently unnecessary, expensive, and can accelerate deterioration of the masonry.

Repointing mortar joints that do not need repointing. Using electric saws and hammers to remove mortar can seriously damage the adjacent brick.

Repointing with mortar of high Portland cement content can often create a bond that is stronger than the building material. This can cause deterioration as a result of the differing coefficient of expansion and the differing porosity of the material and the mortar.

## BUILDING: EXTERIOR FEATURES -- continued

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar

*Recommended*

Repairing stucco with a stucco mixture that duplicates the original as closely as possible in appearance and texture.

Cleaning masonry only when necessary to halt deterioration and always with the gentlest method possible, such as low pressure water and soft natural bristle brushes.

Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.

Replacing missing architectural features, such as cornices, brackets, railings, and shutters.

Retaining the extant or early color and texture of masonry surfaces, wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons.

*Not Recommended*

Sandblasting, including dry and wet grit and other abrasives, brick, or stone surfaces; this method of cleaning erodes the surface of the material and accelerates deterioration. Do not use chemical cleaning products that would have an adverse chemical reaction with the masonry materials, i.e., acid on limestone or marble.

Applying new material which is inappropriate or was available when the building was constructed, such as artificial brick siding, artificial cast stone or brick veneer.

Removing architectural features such as cornices, brackets, railings, shutters, window architraves, and doorway pediments.

Removing paint from masonry surfaces indiscriminately. This may subject the building to damage and may change its historical appearance.

## BUILDING: EXTERIOR FEATURES -- continued

Wood: Clapboard, weatherboard, shingles, and other wooden siding

*Recommended*

Retaining existing material, whenever possible.

Repairing or replacing, where necessary, deteriorated material with new material that duplicates in size, shape, and texture the old as closely as possible.

Architectural Metals: Cast iron, steel, pressed tin, aluminum, zinc

*Recommended*

Cleaning; when necessary, with the appropriate method. Cast iron and steel are usually not affected by mechanical cleaning methods while pressed tin, zinc, and aluminum should be cleaned by the gentlest method possible.

*Not Recommended*

Removing architectural features such as siding, cornices, brackets, window architraves, and doorway pediments. These are, in most cases, an essential part of a building's character and appearance that illustrates the continuity of growth and change.

Resurfacing frame buildings with new material, which is inappropriate or was unavailable when the building was constructed, such as artificial stone, brick veneer, asbestos or asphalt shingles, and plastic or aluminum siding. Such material can also contribute to the deterioration of the structure from moisture and insects.

*Not Recommended*

Removing architectural features that are an essential part of a building's character and appearance that illustrate the continuity of growth and change.

Exposing metals that were intended to be protected from the environment. Do not use cleaning methods that alter the color or texture of the metal.

## BUILDING: EXTERIOR FEATURES -- continued

## Roofs and Roofing

*Recommended*

Preserving the existing roof shape.

Retaining the existing roofing material, whenever possible.

Replacing deteriorated roof coverings with new material that matches the old in composition, size, shape, color, and texture.

Preserving or replacing, where necessary, all architectural features that give the roof its essential character, such as dormer windows, cupolas, cornices, brackets, chimneys, cresting, and weather vanes.

*Not Recommended*

Applying new roofing material that is inappropriate to the style and period of the building and neighborhood.

Replacing deteriorated roof coverings with new materials that differ to such an extent from the old in composition, size, shape, color, and texture that the appearance of the building is altered.

Stripping the roof of architectural features important to its character.

## Windows and Doors

*Recommended*

Retaining existing window and door openings, including window sash, glass, lintels, sills, architraves, shutters, doors, pediments, hoods, steps, and all hardware.

Installing storm or insulating windows when old glass, art glass, or fragile sash require protection from the weather. Protective windows should be as unobtrusive as possible and should be removable without damaging original fabric.

*Not Recommended*

Altering the size of window panes or sash. Such changes destroy the scale and proportion of the building.

## BUILDING: EXTERIOR FEATURES -- continued

## Windows and Doors

*Recommended*

Using existing doors and door hardware when they can be repaired and used in place.

*Not Recommended*

Installing inappropriate new window or door features such as aluminum storm and screen window combinations that require the removal of or cause damage to original windows and doors.

Discarding original doors and door hardware when they can be repaired and reused in place.

## Entrances, Porches, Porte-cocheres, and Steps

*Recommended*

Retaining porches and steps that are appropriate to the building and its development. Porches or additions reflecting later architectural styles are often important to the building's historical integrity, and, wherever possible, should be retained.

Repairing or replacing, where necessary, deteriorated architectural features of wood, iron, cast iron, terra cotta, tile, and brick.

*Not Recommended*

Removing or altering porches and steps that are appropriate to the building's development and style.

Stripping porches and steps of original material such as handrails, balusters, columns, brackets, and roof decoration of wood, iron, cast iron, terra cotta, tile, and brick.

Enclosing porches and steps in a manner that destroys their intended appearance.

---

BUILDING: EXTERIOR FINISHES*Recommended*

Preserving existing paint color and finishes, or repainting to match existing conditions.

*Not Recommended*

Removing existing paint color and finishes.

## BUILDING: INTERIOR FEATURES

*Recommended*

Retaining existing material, architectural features, and hardware, whenever possible, such as stairs, elevators, handrails, balusters, ornamental columns, cornices, baseboards, doors, doorways, windows, mantel pieces, paneling, lighting fixtures, and parquet or mosaic flooring.

Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.

Retaining existing plaster, whenever possible.

*Not Recommended*

Removing existing material, architectural features, and hardware, except where essential for safety or efficiency.

Destroying original plaster except where necessary for safety and efficiency.

---

BUILDING: INTERIOR FINISHES*Recommended*

Preserving and retaining existing paint colors, finishes, wallpapers, and other decorative motifs, or, where necessary, replacing them with colors, wallpapers, or decorative motifs that duplicate the existing decorative scheme.

*Not Recommended*

---

NEW CONSTRUCTION*Recommended*

*New Construction is not an appropriate undertaking in a preservation project.*

*Not Recommended*

MECHANICAL SYSTEMS: HEATING, AIR CONDITIONING, ELECTRICAL, PLUMBING  
FIRE PROTECTION

*Recommended*

Installing new mechanical systems or additional mechanical services in areas and spaces that will require the least possible alteration to the plan, materials, and appearance to the building.

Selecting suitable mechanical systems and the most sensitive method of installation in order to preserve important interior and exterior architectural features.

Rewiring early electrical lighting fixtures.

Installing exterior electrical and telephone cables underground, unless they are not a part of the historical scene and detract from the historical setting.

*Not Recommended*

Causing unnecessary damage to the plan, materials, and appearance of the building when installing new mechanical systems or additional mechanical services that are required to preserve important historic fabric.

Attaching exterior electrical and telephone cables to the principal elevations of the building.

---

SAFETY AND CODE REQUIREMENTS

*Recommended*

Complying with code requirements in such a manner that the essential character of a building is preserved intact.

Investigating variances for historic properties afforded under some local codes.

Installing adequate fire prevention equipment in a manner that does minimal damage to the appearance or fabric of a property.

Providing access for the handicapped without damaging the essential character of a property.

*Not Recommended*



Guidelines for Applying  
The Secretary of the Interior's  
Standards for RESTORATION

THE ENVIRONMENT

*Recommended*

Retaining distinctive features such as the size, scale, mass, color, and materials of buildings, including roofs, porches, and stairways that give a neighborhood its distinguishing character.

Retaining early lanterns, light standards, telephone poles, utility poles, painted signs, and other street furniture that may be important to the historic setting.

Retaining landscape features such as parks, gardens, street lights, signs, benches, walkways, streets, alleys, and building set-backs that have traditionally linked buildings to their environment.

*Not Recommended*

Removing lighting devices, telephone poles, painted signs, or other street furniture that may be important to the historic setting.

---

ARCHEOLOGICAL SITES AND FEATURES

*Recommended*

Retaining archeological resources intact, whenever possible.

*Not Recommended*

Causing ground disturbances without evaluating the archeological potential of an area.

Failing to properly monitor all ground disturbances on a property for possible archeological data that could provide information relating to the history of the property.

## ARCHEOLOGICAL SITES AND FEATURES -- continued

*Recommended*

Minimizing disturbances of terrain around the structure, thus reducing the possibility of destroying unknown archeological resources.

Arranging for an archeological survey of all terrain that must be disturbed by the project. If the survey reveals sites or features that might be adversely affected, the area should be avoided or an archeological investigation conducted in accordance with the Recovery of Scientific, Prehistoric, and Archeological Data: Methods, Standards, and Reporting Requirements (36 CFR 66 Proposed Guidelines published in the Federal Register, Vol. 42, No. 19, Friday, January 28, 1977).

*Not Recommended*

Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.

Installing underground utilities, pavements, and other modern features that disturb archeological resources.

Undertaking an archeological investigation without professional guidance, or without utilizing professional curatorial techniques.

---

BUILDING SITE*Recommended*

Identifying plants, trees, fencings, walkways, outbuildings, and other elements that might be an important part of the property's history and development.

*Not Recommended*

## BUILDING SITE -- continued

*Recommended*

Retaining plants, trees, fences, walkways, street lights, signs, and benches that reflect the property's history and development.

Basing decisions for new site work on actual knowledge of the past appearance of the property found in photographs, drawings, newspapers, and tax records. If changes are made, they should be carefully evaluated in light of the past appearance of the site.

Providing proper site and roof drainage to assure that water does not splash against building or foundation walls, nor drain toward the building.

*Not Recommended*

Making changes to the appearance of the site removing old plants, trees, fences, walkways, out-buildings, and other elements before evaluating their importance in the property's history and development.

Giving the site an appearance it never had.

---

BUILDING: STRUCTURAL SYSTEMS*Recommended*

Recognizing the special problems inherent in the structural systems of historic buildings, especially where there are visible signs of cracking, deflection, or failure.

Undertaking stabilization and repair of weakened structural members and systems.

Replacing historically important structural members only when necessary. Supplementing existing structural systems when damaged or inadequate.

*Not Recommended*

Disturbing existing foundations with new excavations that undermine the structural stability of the building.

Leaving known structural problems untreated that will cause continuing deterioration and will shorten the life of the structure.

## BUILDING: EXTERIOR FEATURES

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco and mortar

*Recommended*

Retaining original masonry and mortar, whenever possible, without the application of any surface treatment.

Repointing only those mortar joints where there is evidence of moisture problems or when sufficient mortar is missing to allow water to stand in the mortar joint.

Duplicating old mortar in composition, color, and texture.

Duplicating old mortar in joint size, method of application, and joint profile.

Repairing stucco with a stucco mixture that duplicates the original as closely as possible in appearance, color, and texture.

Cleaning masonry only when necessary to halt deterioration and always with the gentlest method possible, such as low pressure water and soft natural bristle brushes.

*Not Recommended*

Applying waterproof or water repellent coatings or other treatments unless required to solve a specific technical problem that has been studied and identified. Coatings are frequently unnecessary, expensive, and can accelerate deterioration of the masonry.

Repointing mortar joints that do not need repointing. Using electric saws and hammers to remove mortar can seriously damage the adjacent brick.

Repointing with mortar of high Portland cement content can often create a bond that is stronger than the building material. This can cause deterioration as a result of the differing coefficient of expansion and the differing porosity of the material and the mortar.

Repointing with mortar joints of a differing size of joint profile, texture, or color.

Sandblasting, including dry and wet grit and other abrasives, brick, or stone surfaces; this method of cleaning erodes the surface of the material and

## BUILDING: EXTERIOR FEATURES -- continued

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco and mortar

*Recommended*

Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible in bond, pattern, chape, and coursing.

Replacing missing architectural features, such as cornices, brackets, and railings.

Retaining the original or early color and texture of masonry surfaces, wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons.

Wood: Clapboard, weatherboard, shingles, and other wooden siding

*Recommended*

Retaining original material, whenever possible.

*Not Recommended*

accelerates deterioration. Do not use chemical cleaning products that would have an adverse chemical reaction with the masonry materials, i.e., acid on limestone or marble.

Applying new material which is inappropriate or was unavailable when the building was constructed, such as artificial brick siding, artificial stone, or brick veneer to simulate a historic appearance.

Removing architectural features such as cornices, brackets, railings, window architraves, and doorway pediments.

Removing paint from masonry surfaces indiscriminately. This may subject the building to damage and may change its appearance.

*Not Recommended*

Removing architectural features such as siding, cornices, brackets, window architraves, and doorway pediments. These are, in most cases, an essential part of a building's character and appearance that illustrates the continuity of growth and change.

## BUILDING: EXTERIOR FEATURES -- continued

Wood: Clapboard, weatherboard, shingles, and other wooden siding

*Recommended*

Repairing or replacing, where necessary, deteriorated material with new material that duplicates in size, shape, and texture the old as closely as possible.

*Not Recommended*

Resurfacing frame buildings with new material, which is inappropriate or was unavailable when the building was constructed, such as artificial stone, brick veneer, asbestos or asphalt shingles, and plastic or aluminum siding. Such material can also contribute to the deterioration of the structure from moisture and insects.

Architectural Metals: Cast iron, steel, pressed tin, aluminum, zinc

*Recommended*

Retaining original material, when ever possible.

*Not Recommended*

Removing architectural features that are an essential part of a building's character and appearance that illustrates the continuity of growth and change.

Cleaning, when necessary, with the appropriate method. Cast iron and steel are normally not affected by mechanical cleaning methods while pressed tin, zinc, and aluminum should be cleaned by the gentlest method possible.

Exposing metals which were intended to be protected from the environment. Do not use cleaning methods which alter the color or texture of the metal.

## Roofs and Roofing

*Recommended*

Preserving the original roof shape.

Retaining the original roofing material, whenever possible.

Replacing deteriorated roof coverings with new material that matches the old in composition, size, shape, color, and texture.

*Not Recommended*

Replacing deteriorated roof coverings with new materials which differ to such an extent from the old in composition, size, shape, color, and texture that the appearance of the building is altered.

## BUILDING: EXTERIOR FEATURES -- continued

## Roofs and Roofing

*Recommended*

Preserving or replacing, where necessary, all architectural features which give the roof its essential character, such as dormer windows, cupolas, cornices, brackets, chimneys, cresting, weather vanes, gutters, downspouts, and lightning rods.

*Not Recommended*

Stripping the roof of architectural features important to its character.

## Windows and Doors

*Recommended*

Retaining existing window and door openings, including window sash, glass, lintels, sills, architraves, shutters, doors, pediments, hoods, steps, and all hardware.

Installing storm or insulating windows when old glass, art glass, or fragile sash require protection from the weather. Protective windows should be removable without damaging original fabric.

Duplicating the material, design, and the hardware of the older window sash and doors, if new sash and doors are used.

Using original doors and door hardware when they can be repaired and reused in place.

*Not Recommended*

Installing inappropriate new window or door features such as aluminum storm and screen window combinations that require the removal of original windows and doors.

Discarding original doors and door hardware when they can be repaired and reused in place.

## BUILDING: EXTERIOR FEATURES -- continued

## Entrances, Porches, Porte-cocheres, and Steps

*Recommended*

Retaining steps and porches that are appropriate to the building and its development. Porches or additions reflecting later architectural styles are often important to the building's historical integrity, and, wherever possible, should be retained.

Repairing or replacing, where necessary, deteriorated architectural features of wood, iron, cast iron, terra cotta, tile, and brick.

*Not Recommended*

Removing or altering porches and steps that are inappropriate to the building's development and style.

Stripping porches and steps of original material and architectural features such as handrails, balusters, columns, brackets, and roof decoration of wood, iron, cast iron, terra cotta, tile, and brick.

---

BUILDING: EXTERIOR FINISHES*Recommended*

Discovering original paint colors and finishes; repainting with colors based on the original, when appropriate, to illustrate the distinctive character of the property.

*Not Recommended*

Stripping down to the bare surface without some evidence of original exterior surface.

Repainting with colors that cannot be documented through research and investigation to be appropriate to the building and the neighborhood.

---

BUILDING: INTERIOR FEATURES*Recommended*

Retaining original material, architectural features, and hardware, whenever possible, such as stairs, elevators, handrails, balusters, ornamental columns,

*Not Recommended*



## BUILDING: INTERIOR FEATURES -- continued

*Recommended*

cornices, baseboards, doors, doorways, windows, mantel pieces, paneling, lighting fixtures, and parquet or mosaic flooring.

Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.

Retaining original plaster, whenever possible.

Retaining the basic plan of a building, the relationship and size of rooms, corridors, and other spaces.

*Not Recommended*

Installing new decorative material that is inappropriate or was unavailable when the building was constructed, such as vinyl, plastic, or imitation wood wall and floor coverings.

Destroying original plaster except where necessary for safety.

---

BUILDING: INTERIOR FINISHES*Recommended*

Discovering and retaining original paint colors, finishes, wallpapers, and other decorative motifs or, where necessary, replacing them with colors, wallpapers or decorative motifs based on the original.

*Not Recommended*

---

NEW CONSTRUCTION*Recommended*

*New Construction is not an appropriate undertaking in a restoration project.*

*Not Recommended*

MECHANICAL SYSTEMS: HEATING, AIR CONDITIONING, ELECTRICAL, PLUMBING,  
FIRE PROTECTION

*Recommended*

Installing necessary building services in areas and spaces that will require the least possible alteration to the plan, materials, and appearance of the building.

Selecting mechanical systems that best suit the restored building and are as inconspicuous as possible.

Rewiring early lighting fixtures to comply with safety codes.

Installing exterior electrical and telephone cables underground to preserve the historic setting, unless they were part of the historic scene.

*Not Recommended*

Causing unnecessary damage to the plan, materials, and appearance of the building when installing mechanical systems that are required to preserve important historic fabric.

Installing heat pumps, compressors, etc., so that they intrude upon the historic appearance of the resource.

Attaching exterior electrical and telephone cables to the principal elevations of the building, unless they were part of the historic scene.

---

SAFETY AND CODE REQUIREMENTS

*Recommended*

Complying with code requirements in such a manner that the essential character of a building is preserved intact.

Investigating variances for historic properties allowed under some local codes.

Installing adequate fire prevention equipment in a manner that does minimal damage to the appearance or fabric of a property.

Providing access for the handicapped without damaging the essential character of a property.

*Not Recommended*

Guidelines for Applying  
The Secretary of the Interior's  
Standards for RECONSTRUCTION

THE ENVIRONMENT

*Recommended*

Retaining landscape features such as parks, gardens, street lights, signs, benches, walkways, streets, alleys, and building set-backs which have traditionally linked buildings to their environment.

*Not Recommended*

---

ARCHEOLOGICAL SITES AND FEATURES

*Recommended*

Retaining archeological resources intact, whenever possible.

Minimizing disturbance of terrain around the structure, thus reducing the possibility of destroying unknown archeological resources.

Undertaking archeological investigations in accordance with the Recovery of Scientific, Prehistoric,

*Not Recommended*

Causing ground disturbances without evaluating the archeological potential of an area.

Failing to properly monitor all ground disturbances on a property for possible archeological data that could provide information relating to the history of the property.

Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.

Installing underground utilities, pavements, and other modern features that disturb archeological resources.

Undertaking an archeological investigation without professional

## ARCHEOLOGICAL SITES AND FEATURES -- continued

*Recommended*

and Archeological Data: Methods, Standards, and Reporting Requirements (36 CFR 66 Proposed Guidelines published in the Federal Register, Vol. 42, No. 19, Friday, January 28, 1977).

*Not Recommended*

guidance, or without utilizing professional curatorial techniques.

---

BUILDING SITE*Recommended*

Identifying plants, trees, fencings, walkways, outbuildings, and other elements that might be an important part of the property's history and development.

Retaining plants, trees, fencings, walkways, street lights, utility poles, signs, and benches that reflect the property's history and development.

Basing decisions for reconstructing the site on actual knowledge of the past appearance of the property found in photographs, drawings, newspapers, and tax records.

Providing proper site and roof drainage to assure that water does not splash against building or foundation walls, nor drain toward the building.

*Not Recommended*

Making changes to the appearance of the site by removing old plants, trees, fencings, walkways, outbuildings, and other elements before evaluating their importance in the property's history and development.

Giving the site an appearance it never had.

---

PLAN*Recommended*

Reproducing the basic plan of a building, the relationship and size of rooms, corridors, and other spaces.

*Not Recommended*

Altering the basic plan of a building by failing to reconstruct principal walls, partitions, and stairways.

## BUILDING: EXTERIOR FEATURES

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco and mortar

*Recommended*

Duplicating the original mortar in composition, color, and texture.

Duplicating old mortar in joint size, method of application, and joint profile.

Reconstructing stucco with a stucco mixture that duplicates the original as closely as possible in appearance, texture, and color.

Replacing, where necessary, missing material with new material that duplicates the old as closely as possible in size, color, and texture.

Replacing missing architectural features, such as cornices, brackets, and railings.

Duplicating the original or early color and texture of masonry surfaces, wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons.

Wood: Clapboard, weatherboard, shingles, and other wooden siding

*Recommended*

Duplicating original material, whenever possible.

*Not Recommended*

Reconstructing with mortar of high Portland cement content can often create a bond that is stronger than the new building material. This can cause deterioration as a result of the differing coefficient of expansion and the differing porosity of the material and the mortar.

Repointing with mortar joints of a differing size of joint profile, texture or color.

Utilizing new materials for reconstruction, which are inappropriate or were unavailable when the building was constructed, such as artificial brick siding, artificial stone, or brick veneer.

Applying waterproofing or water repellent coatings. They are frequently unnecessary, expensive, and can accelerate deterioration of new masonry.

## BUILDING: EXTERIOR FEATURES -- continued

Wood: Clapboard, weatherboard, shingles, and other wooden siding

*Recommended**Not Recommended*

Reconstructing missing material with new material that duplicates in size, pattern, shape, and texture the old as closely as possible.

Architectural Metals: Cast iron, steel, pressed tin, aluminum, zinc

*Recommended**Not Recommended*

Reproducing the original form, design, and texture of the missing element wherever possible.

## Roofs and Roofing

*Recommended**Not Recommended*

Reconstructing the original roof shape.

Changing the original roof shape or adding features inappropriate to the essential character of the roof such as oversized dormer windows or picture windows.

Applying new roofing material that is inappropriate to the style and period of the building and neighborhood.

Replacing missing roof coverings with new material that matches the old in composition, size, pattern, shape, color, and texture.

Replacing missing roof coverings with new materials which differ to such an extent from the old in composition, size, shape, color, and texture that the appearance of the building is altered.

Reproducing, where necessary, all architectural features that give the roof its essential character such as dormer windows, cupolas, cornices, brackets, chimneys, cresting, weather vanes, gutters, downspouts, and lightning rods.

Omitting architectural features important to the character of a reconstructed building.

## BUILDING: EXTERIOR FEATURES -- continued

## Windows and Doors

*Recommended*

Reproducing original window and door openings, including window sash, glass, lintels, sills, architraves, shutters, and doors, pediments, hoods, steps, and all hardware.

Duplicating the material, design, and the hardware of the older window sash and doors in the new sash and doors.

*Not Recommended*

Reproducing new window and door openings in the principal elevations which are inaccurate in size or shape or enlarging or reducing window or door openings to fit new stock window sash or new stock door sizes.

Altering the size of the original window panes or sash. Such changes destroy the scale and proportion of the building.

Using inappropriate designs for new window or door features such as aluminum storm and screen window combinations.

## Entrances, Porches, Porte-Cocheres, and Steps

*Recommended*

Reproducing porches and steps that are appropriate to the building and its development.

Replacing, missing architectural features of wood, iron, cast iron, terra cotta, tile, and brick.

*Not Recommended*

Omitting or altering the design of porches and steps that are appropriate to the building's style.

Omitting porches and steps and other architectural features such as handrails, balusters, columns, brackets, and roof decoration of wood, iron, cast iron, terra cotta, tile, and brick from the reconstruction.

## BUILDING: EXTERIOR FINISHES

*Recommended*

Discovering original paint colors and finishes. Reproducing the colors based on the original evidence, when appropriate, to illustrate the distinctive character of the property.

*Not Recommended*

Painting with colors that cannot be documented through research and investigation to be appropriate to the building and neighborhood or using nondocumented finishes other than paint.

## BUILDING: INTERIOR FEATURES

*Recommended*

Reproducing original material, architectural features, and hardware, whenever possible, such as stairs, elevators, handrails, balusters, ornamental columns, cornices, baseboards, doors, doorways, windows, mantel pieces, panelings, lighting fixtures, and parquet or mosaic flooring.

Replacing missing material with new material that duplicates the old as closely as possible.

Duplicate original plaster, whenever possible.

*Not Recommended*

Installing new decorative material that is inappropriate or was unavailable when the building was constructed, such as vinyl, plastic, or imitation wood wall floor coverings.



## BUILDING: INTERIOR FINISHES

*Recommended**Not Recommended*

Discovering and reproducing original paint colors, finishes, graining, wallpapers, and other decorative motifs where necessary.

---

MECHANICAL SYSTEMS: HEATING, AIR CONDITIONING, ELECTRICAL, PLUMBING,  
FIRE PROTECTION*Recommended**Not Recommended*

Installing necessary building systems in areas and spaces that will require the least possible alteration to the plan, materials, and appearance of the building.

Causing unnecessary damage to the plan and appearance of the building when installing mechanical services.

Installing the vertical runs of ducts, pipes, and cables in closets, service rooms, and wall cavities.

Installing vertical runs of ducts, pipes, and cables in places where they will be a visual intrusion.

Selecting mechanical systems that best suit the building and are as inconspicuous as possible.

Installing exterior electrical and telephone cables underground, unless they were part of the historic scene.

Attaching exterior electrical and telephone cables to the principal elevations of the building.

---

SAFETY AND CODE REQUIREMENTS*Recommended**Not Recommended*

Complying with code requirements in such a manner that the essential character of a building is preserved intact.

Investigating variances for historic properties allowed under some local codes.

## SAFETY AND CODE REQUIREMENTS -- continued

*Recommended**Not Recommended*

Installing adequate fire prevention equipment in a manner that does minimal damage to the appearance or fabric of a property.

Providing access for the handicapped without damaging the essential character of a property.

**APPENDIX C:**  
**ANNUAL REPORT OF THE**  
**TOWER DISTRICT PLAN**  
**IMPLEMENTATION COMMITTEE**  
**MAY 19, 1992**



CITY OF FRESNO  
CITY COUNCIL AGENDA ITEM TRANSMITTAL

DATE: May 13, 1992

TO: MICHAEL A. BIERMAN  
City Manager

FROM: ALVIN P. SOLIS, Director  
Development Department



SUBJECT: COUNCIL AGENDA ITEM FOR MEETING  
TO BE HELD ON TUESDAY, MAY 19, 1992

1. Title of Item: ANNUAL REPORT OF THE TOWER DISTRICT  
SPECIFIC PLAN IMPLEMENTATION COMMITTEE
2. Agenda Placement:

|  |  |
|--|--|
| <p><input type="checkbox"/> Consent 1.A.</p> <p><input type="checkbox"/> Ordinances for<br/>Introduction 1.B.</p> <p><input type="checkbox"/> Ordinances for Adopt I.C.</p> <p><input type="checkbox"/> Planning and Zoning II</p> <p><input type="checkbox"/> General Admin. III</p> <p><input type="checkbox"/> City Attorney IV</p> | <p><input type="checkbox"/> City Council V</p> <p><input type="checkbox"/> Intergovernmental VI</p> <p><input type="checkbox"/> Scheduled Time Per<br/>Notice:</p> <p><input checked="" type="checkbox"/> Scheduled Time for Citizen<br/>Convenience: 4:00 P.M.</p> <p><input type="checkbox"/> Scheduled Oral</p> |
|--|--|
3. Contact Person for Questions: Nick Yovino or Ann Vomastic  
Planning Division - 498-1361
4. Special Conditions:

|  |  |
|--|--|
| <p><input type="checkbox"/> Critical that item be placed on agenda for this date.</p> <p><input type="checkbox"/> Controversial item - may have persons appearing to<br/>discuss with Council.</p> <p><input type="checkbox"/> Item requires special interdepartmental coordination.</p> <p><input type="checkbox"/> Requires more than quorum majority for passage.</p> |  |
|--|--|
5. Remarks:





AGENDA ITEM NO.

COUNCIL MEETING

APPROVED BY

DEPARTMENT DIRECTOR

CITY MANAGER

May 12, 1992

FROM: ALVIN P. SOLIS, Director  
Development Department

BY: NICK YOVINO, Development Manager  
Planning Division *Nick Yovino*

SUBJECT: ANNUAL REPORT OF THE TOWER DISTRICT SPECIFIC  
PLAN IMPLEMENTATION COMMITTEE

### BACKGROUND

The Tower District Specific Plan was adopted by the Council on March 26, 1991. The purpose of the Plan is to provide the City and the residents of the Tower District with a comprehensive planning tool for managing historic resources and conserving neighborhoods in the face of future change and development. To accomplish this, the Plan addresses urban conservation and new development, including public area improvements, and provides goals and policies for neighborhood quality and stability and for economic development and reinvestment.

Adoption of the Plan formally established the Tower District Specific Plan Implementation Committee. The Plan further requires the Committee to present an annual progress report to the Council. The Committee has addressed several components of the Plan during the past year. These components have included design review, pro-active code enforcement, public area improvements and land use as presented in the attached year-end report. Items not yet addressed are a historic resources survey, review of the Zoning Ordinance related to the urban conservation district, and the development of a comprehensive list of capital improvement projects for the Tower District.

The attached Committee report is in outline form and summarizes the current status of the Committee's efforts related to design review, code enforcement, public area improvements, and land use. The outline also contains a list of needs, as perceived by the Committee, for these areas of concern. The report will be supplemented with a more detailed Committee presentation at the May 19, 1992, Council meeting.

One issue addressed in the report relates to community care facilities (i.e., large day care centers or special rehabilitation facilities) and boarding homes. The Tower District Specific Plan concluded that there is an over concentration of community care facilities and boarding homes in the plan area. The Plan was adopted with a policy which stated that locational and spacing criteria should be developed for new community care facilities and boarding homes, and that the criteria should be presented to the Council with the first annual Implementation Committee report. Due to budget and staffing constraints for this fiscal year, the locational criteria have not been completed. Given current staff resources, it is estimated that an additional six months to one year is needed to develop the criteria.

Also, the Tower District Specific Plan was approved with language for a moratorium prohibiting both the licensing of new community care and boarding home facilities, and the enforcement of Zoning Ordinance violations committed by existing facilities in the plan area. The moratorium would be in effect until the locational criteria are developed. Therefore, if additional time is provided to complete the development of the locational criteria, extended application of the moratorium should also be considered. The City Attorney's Office has advised that more formal action by the Council is necessary to implement the moratorium. Specifically, Council adoption of a resolution determining findings for the moratorium and an Environmental Assessment of the moratorium need to be completed. If the Council provides additional time to complete the locational criteria, staff should be directed to return to the Council with the necessary moratorium resolution and environmental work.

Another recommendation made by the Committee relates to pro-active code enforcement. The Committee believes that the City should pursue a more proactive code enforcement program. Related to this issue, the Council recently (April 28, 1992) approved an updated General Plan Housing Element. Included in the Housing Element is a policy which directs staff to return with operational, cost, and financing alternatives that can be considered by the Council to establish a pro-active code enforcement program for City-wide application.

It should be noted that because of budget constraints, during the past year, staff time to assist the Committee has been limited. However, several City departments have made efforts to work with the Committee to provide information and pursue some public improvement projects, such as the re-construction of Olive Avenue. The Development Department has provided adequate staffing to implement the Design Review Process stipulated by the Plan. Without any additional staff resources devoted to the Committee, staff involvement will continue at the same level provided during this past year. This means that a number of needs listed in the Committee's report, particularly those listed as "elements of the Plan not yet implemented," will not be addressed during the next year.



#### RECOMMENDATION

It is recommended that the Council consider the attached report and presentation made by the Tower District Specific Plan Implementation Committee. After consideration of the report and presentation, the Council may wish to direct the Committee or staff as deemed appropriate.

Concerning the community care and boarding home issue, staff does recommend that more time (up to one year) be granted to develop the locational criteria. It is also recommended that the Council direct staff to prepare the necessary resolution and environmental work for application of the moratorium related to new facilities and enforcement of code violations for existing facilities.

NY:AV:flh  
PLN441/+1241

Attachment: Report to the City Council from the Tower District  
Implementation Committee



## REPORT TO CITY COUNCIL

May 5, 1992

FROM: Robert Boro, Chair  
Tower District Specific Plan Implementation Committee

SUBJECT: Report of activities during first year of Plan implementation

### Background

On March 26, 1991, the Fresno City Council unanimously adopted the Tower District Specific Plan (hereafter TDSP). It was effective April 27, 1991. The Plan provided that the Implementation Committee "shall prepare and submit to the City Council a detailed report, with findings and recommendations on implementation of the plan. The report will also specify the capital improvement projects that should be undertaken within the Tower District and specific funding sources to implement the plan and construct the capital improvement projects."

## Conclusions and recommendations

### Design Review

#### Current Status:

Process formalized and made part of City municipal code  
\$7750 raised toward publication of complete Design Guidelines (of an estimated \$10,000 total)  
Guidelines outlined and partially drafted

#### Needs:

- means of seeing that approved projects actually follow design guidelines
- formal process for meetings with Planning Director when he disagrees with our recommendations
- one reference work for all procedures

### Pro-active Code Enforcement

#### Current Status:

Neighborhood Preservation Division understaffed  
Complaint-driven process—no proactive enforcement, no annual inspections  
Bottleneck in City Attorney's office

#### Needs:

- Larger Neighborhood Preservation Staff
- Support for community efforts  
Code enforcement volunteers
- Redrafted ordinances:  
Impose measurable sanctions for violations; these should be self-executing—cut City Attorney's office, and courts, out of the loop

### Public Area Improvements

#### Current Status:

Fruit to Palm segment of Olive Avenue will have approximately 20 landscaped "bubbles" along the curb lines, including canopy shade trees, irrigation, and low maintenance ground cover. The request for bids will be issued shortly.

The initial design process for Palm to Van Ness segment is in progress. Median islands landscaped with canopy shade trees will be considered for the dominant landscape treatment. Conversion of Wishon/Fulton and Van Ness/Maroa Avenues to two-way traffic, restoring traditional residential traffic patterns through the plan area after completion of Freeway 41, is under consideration. City staff and the subcommittee are awaiting progress on the traffic study of the Central Area Plan. A study of the McKinley and Echo Avenue intersection, traffic speeds, and pedestrian safety is underway.

Needs:

- Mechanical traffic controls at the intersection of McKinley and Echo or undulations at Echo Avenue
- Support for community efforts with graffiti eradication
- Assistance with plans for improving and completing other streetscape treatments in plan areas neglected in the past.

## Land Use

### Current Status

The issue of boarding house and community care facility overconcentration has not been resolved, despite efforts by a group of interested citizens consisting of facility operators, tenants, neighbors, and representatives of agencies licensing or referring clients to such residences or facilities.

Rezoning nonconforming uses has taken place only on an as-needed basis

Needs:

- modified language for City ordinances and Specific Plan regarding boarding house and health-care facilities
- changes in Municipal code to facilitate rezoning for nonconforming uses within Specific Plan area
- study of Roeding Business Park Redevelopment Study Area's impact on setting up a redevelopment district within the TDSP area

### Elements called for in the Plan but not yet implemented:

- Historic Resources Survey
- City of Fresno General Plan and Zoning Ordinance
  - Urban conservation district
  - building and storefront rehab
  - affirmative maintenance and enforcement

## Tower District Implementation Committee Annual Report

- design review guidelines

- discrete code provisions uniquely applicable to Tower Dist.

- Comprehensive list of capital improvement projects for the Tower District

- brief statement of potential benefits of each project

- priorities and time frames for construction

- preliminary cost figures

- identify and recommend possible sources of funding

- Detailed report at one-year point

- specifying capital improvement projects to be undertaken

- identifying specific funding source for each project

- AB 1963 (parking and business area improvement)

- Agree upon specific boundaries

- formally establish district for promotion & protection of interests

- AB 1693 monies for:

- parking facilities (acquire, construct, maintain)

- promoting district's commercial and business interests

- minor beautification/enhancement improvements for public areas

- Funding Mechanisms

City of



City Hall • 209-498-1591 • FAX 488-1020  
2600 Fresno Street  
Fresno, California 93721-3604

Development Department

Alvin P. Solis, AICP  
Director

May 14, 1992

Please reply to:  
Ann Vomastic  
209 498-1361

Dear :

SUBJECT: UPCOMING CITY COUNCIL ACTION RELATED TO  
COMMUNITY CARE FACILITIES AND BOARDING HOMES

On May 19, 1992, (4 p.m.) the Fresno City Council will consider a one year progress report for the Tower District Specific Plan Implementation Committee. The Council will meet in the City Hall Council Chamber. The annual report is a requirement of the Tower District Specific Plan.

As part of the Council discussion, City staff will address the issue of Community Care Facilities and Boarding Homes. As you are aware, the Tower District Specific Plan requires the development of locational criteria for these uses. The Plan had anticipated the locational criteria to be completed and presented to the Council as part of the annual progress report. However, formulation of the criteria is still pending because staff resources have not been sufficient to complete the project within one year.

Because of this situation, the Council will consider allowing for more time to develop the criteria. If more time is granted, the staff will also recommend that; 1) the moratorium prohibiting new Community Care Facilities and Boarding Homes in the Tower District be extended until the criteria are developed; and 2) that the City continue to not enforce Zoning Ordinance violations (excluding health and safety violations) against existing facilities until the criteria are developed. It is estimated that an additional six months to one year will be needed to develop the criteria.

Due to your interest in this matter, you may wish to attend the City Council meeting. If you have any questions, please call Ann Vomastic, Deputy City Manager, at 498-1361.

Sincerely,

Alvin P. Solis  
Director

vs:1240/PLN





**APPENDIX D:**  
**RESOLUTIONS AND ORDINANCE**  
**OF RECOMMENDATION,**  
**CERTIFICATION AND ADOPTION**

**Central Area Development Commission Resolution**  
**Planning Commission Resolutions (2)**  
**City Council Resolutions (2)**  
**City Council Ordinance (1)**



CENTRAL AREA DEVELOPMENT COMMISSION  
MINUTES

FEBRUARY 27, 1991

The Central Area Development Commission (CADC) met in regular session at the hour of 5:30 p.m., in the City Council Chambers on the above date.

Present:

Linda M. Calandra  
Ronnie McNair  
Blanche V. Milhahn  
Robert D. Ward

Absent:

Gary Lanfranco  
Bud Long (Resigned 2/14/91)

Staff Present:

George Aguilar, Acting Secretary  
Jo Ann Brindeiro, Recording Secretary

II. A. APPROVE MINUTES OF JANUARY 30, 1990 MEETING  
(Carryover from February 13, 1991 Meeting)

Chairman Ronnie McNair asked for a motion to approve the minutes of the January 30, 1990, meeting. Commissioner Milhahn moved the minutes be approved, seconded by Commissioner Calandra and unanimously carried.

Ayes: Calandra, McNair, Milhahn, Ward  
Noes: None  
Absent: Lanfranco

B. REVIEW UNOFFICIAL NOTES OF FEBRUARY 13, 1990 MEETING

Chairman Ronnie McNair asked for a motion to accept the unofficial notes of the February 13, 1990, meeting as presented. Commissioner Milhahn moved they be accepted as presented, seconded by Commissioner Ward and unanimously carried.

Ayes: Calandra, McNair, Milhahn, Ward  
Noes: None  
Absent: Lanfranco

III. PRESENTATION OF DRAFT TOWER SPECIFIC PLAN AND RECOMMENDATION TO CITY COUNCIL

Nick Yovino, Development Manager of the Development Department, briefly reviewed and elaborated on the proposed Draft Tower Specific Plan. Mr. Yovino discussed the resolution of concerns of the difference between the draft Plan and the Central Area Community Plan about the land use designations for the portion of the Van Ness-Fulton Couplet--it is now proposed that that

area be called Residential/Mixed Use and would also allow office uses and a range of commercial uses. Mr. Yovino briefly described Modification Reports A and B and elaborated on the different zonings described in the reports.

Mr. Yovino briefly discussed the design review process in the draft Tower Specific plan--guidelines for the whole Tower District; building permits reviewed by a designer review committee; design review committee will advise the Development Director; citizens will sit on committee; every permit will be reviewed.

On motion of Commissioner Milhahn, seconded by Commissioner Ward, duly carried, RESOLVED that the Commission support and recommend that the City Council approve the Draft Tower District Specific Plan with Plan Modifications Reports A and B as recommended by the Tower District Citizens Committee and the Development Department staff.

Ayes: Calandra, McNair, Milhahn, Ward  
Noes: None  
Absent: Lanfranco

#### IV. UNSCHEDULED ORAL COMMUNICATIONS

Commissioner Linda Calandra announced a workshop that will be presented by the Fresno County and City Chamber of Commerce--"Central Area Revitalization" at the Chamber of Commerce offices on March 16, 1991. It is requested that a list of the Commissioners be submitted so that an invitation be issued to all Commissioners.

Chairman McNair briefly discussed impacts of water use reduction in the Central Area and requested information on the present water situation and implications to the Central Area.

Commissioner Calandra requested a status report on the new City and County Tax Sharing Agreement.

#### V. ADJOURNMENT

On motion of Commissioner Ward, seconded by Commissioner Calandra, and unanimously carried that the meeting be adjourned. There being no further business, the meeting was adjourned at 6:00 p.m.

Dated this 27<sup>TH</sup> day of FEBRUARY, 1991.

   
Stafford W. Parker, Secretary

  
Ronnie McNair, Chairman

A RESOLUTION OF THE CENTRAL AREA  
DEVELOPMENT COMMISSION OF THE CITY OF  
FRESNO RECOMMENDING THAT THE COUNCIL OF THE  
CITY OF FRESNO APPROVE THE PROPOSED TOWER  
DISTRICT SPECIFIC PLAN

The Fresno City Central Area Development Commission at its meeting of February 27, 1991, adopted the following resolution relative to the draft Tower District Specific Plan.

WHEREAS, The Fresno City Council on November 20, 1984, adopted the Fresno General Plan; and

WHEREAS, the Council on December 1, 1977, and July 18, 1989 adopted the Fresno High/Roeding, and the Central Area Community Plan, respectively as refinements of the General Plan; and

WHEREAS, Specific Plans may be developed to further refine Community Plans in a parcel-specific manner; and

WHEREAS, the Council directed that a new Specific Plan for the Tower District be prepared; and

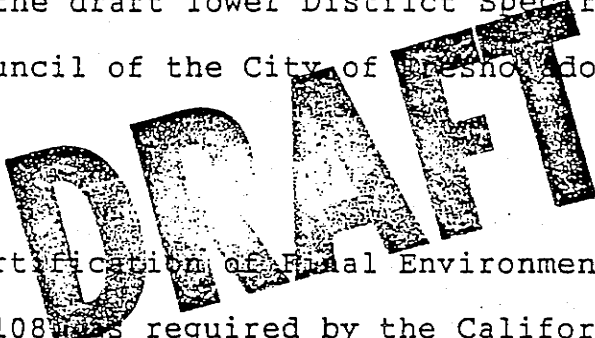
WHEREAS, a draft Tower District Specific Plan has been completed for the designated area which is bounded by Shields and Clinton Avenues on the north, Fruit Avenue on the west, the Southern Pacific Railroad and proposed Freeway 180 on the south, and Blackstone Avenue on the east, and also included are Van Ness and Fulton streets south to Voorman Avenue including the area between those streets and the full alleys west of College Avenue and east of Yosemite Avenue; and

WHEREAS, the draft Specific Plan was prepared pursuant to the City of Fresno Local Planning and Procedures Ordinance (LPPO) and guidelines promulgated under it and was formulated by the consultant firm of Wallace, Roberts and Todd, Development Department staff, the Citizens' Advisory Committee, and with substantial public input; and

WHEREAS, the draft Specific Plan was initiated for public review by the City Council on November 13, 1990, pursuant to the LPPO and guidelines promulgated under it; and

WHEREAS, Final Environmental Impact Report No. 10108, which has been prepared as an integral part of the draft Specific Plan, identifies no significant effects resulting from the implementation of the draft Specific Plan.

NOW, THEREFORE BE IT RESOLVED, that the Central Area Development Commission of the City of Fresno has reviewed and considered the draft Tower District Specific Plan and recommends that the Council of the City of Fresno adopt the Specific Plan subject to:

- 
1. Certification of Final Environmental Impact Report No. 10108 as required by the California Environmental Quality Act, and concurrent findings that there is no substantial evidence in the record that the Tower District Specific Plan may have a significant effect on the environment; and
  2. Approval of the amendment of the portions of the General Plan, the Fresno High/Roeding, and Central Area Community Plans within the Tower District;
  3. Approval of the Tower District Specific Plan with Plan modifications as recommended by the Tower District Citizens' Committee and the Development Department Staff.

The foregoing Resolution was adopted by the Central Area Development Commission upon a motion by Commissioner Milhahn, seconded by Commissioner Ward.

VOTING:           Ayes - Calandra, McNair, Milhahn, Ward

                  Noes - None

                  Absent - Lanfranco

---

Ronnie McNair, Chair  
Central Area Development Commission

Dated February 27, 1981

DF:flh  
PLN379/488

**DRAFT**





FRESNO CITY PLANNING COMMISSION  
RESOLUTION NO. 10103

The Fresno City Planning Commission at its special meeting of March 13, 1991, adopted the following resolution relative to the certification of Final Environmental Impact Report (EIR) No. 10108 and adoption of findings regarding the environmental effects related to the proposed Specific Plan.

WHEREAS, EIR No. 10108 relating to the draft Tower District Specific Plan has been prepared in compliance with the California Environmental Quality Act; and

WHEREAS, the Planning Commission held a duly noticed special public hearing on March 13, 1991, and considered EIR No. 10108 and the Planning staff and Citizen Committee recommendations, written comments, and testimony received regarding EIR No. 10108.

NOW, THEREFORE BE IT RESOLVED that the Planning Commission has reviewed and considered the information contained in the draft Tower Specific Plan and EIR No. 10108 and does hereby approve and recommend that the Council take the following action to approve EIR No. 10108:

1. Certify EIR No. 10108 as being completed in compliance with the California Environmental Quality Act, the State CEQA Guidelines, and the City of Fresno's Environmental Quality Ordinance; and
2. Find that there is no substantial evidence in the record, that the Tower may have a significant Plan on the environment.

The foregoing resolution was adopted by the Planning Commission upon a motion by Commissioner Smith, seconded by Chair Klein.

VOTING:           Ayes - Smith, Klein, Mendoza, Petty, Sterling  
                  Noes - None  
                  Not Voting - None  
                  Absent - Moore, Quintero

ALVIN P. SOLIS, Secretary  
Fresno City Planning Commission

Dated March 13, 1991

DEF:flh  
PLN379/+483



FRESNO CITY PLANNING COMMISSION  
RESOLUTION NO. 10104

The Fresno City Planning Commission at its special meeting of March 13, 1991, adopted the following resolution recommending approval of the draft Tower District Specific Plan with modifications.

WHEREAS, the Specific Plans are essential to the refinement of Community Plans; and

WHEREAS, the Council directed that the Tower District Specific Plan be prepared; and

WHEREAS, the Tower District Specific Plan has been prepared pursuant to the Local Planning and Procedures Ordinance (LPPO) and was jointly prepared by staff, the consultant firm of Wallace, Roberts and Todd, a 21-member Citizens Advisory Committee, and with substantial public input, and was initiated by the Fresno City Council on November 13, 1990, all in conformance with the state Government Code, the LPPO and guidelines promulgated under it; and

WHEREAS, the Planning Commission considered Final Environmental Impact Report (EIR) No. 10108 relating to the draft Tower District Specific Plan and has determined that the EIR is adequate and has been prepared in compliance with the California Environmental Quality Act; and

WHEREAS, the Planning Commission held a duly noticed special public hearing on March 13, 1991, and considered the Planning staff and Citizen Committee recommendation, written comments, and testimony given in favor of and in opposition to the draft Tower District Specific Plan, modifications thereto, and EIR No. 10108.

NOW, THEREFORE BE IT RESOLVED that the Planning Commission has reviewed and considered the information contained in the draft Tower Specific Plan and EIR No. 10108 and does hereby approve and recommend that the Council approve amendments to the Fresno High-Roeding Community Plan, the Central Area Community Plan, and the Fresno General Plan as depicted in Attachment D of the bound staff report, incorporated herein by reference, in order to maintain consistency between these plans and the Specific Plan.

The foregoing resolution was adopted by the Planning Commission upon a motion by Commissioner Smith, seconded by Chair Klein.

VOTING:           Ayes - Smith, Klein, Mendoza, Petty, Sterling  
                  Noes - None  
                  Not Voting - None  
                  Absent - Moore, Quintero

BE IT FURTHER RESOLVED that the Fresno City Planning Commission hereby recommends that the City Council approve the Tower District Specific Plan, including Attachment A, Attachment B, and all modifications as initiated on November 13, 1990 and explained and conditioned in Attachment C and the EIR, as depicted in the bound staff report, and as further explained by staff verbally at the March 13, 1991, hearing and incorporated by reference into this resolution.

The foregoing resolution was adopted by the Planning Commission upon a motion by Commissioner Smith, seconded by Chair Klein.

VOTING:           Ayes - Smith, Klein, Mendoza, Petty, Sterling  
                  Noes - None  
                  Not Voting - None  
                  Absent - Moore, Quintero

ALVIN P. SOLIS, Secretary  
Fresno City Planning Commission

Dated March 13, 1991

DF:mv  
PLN379/485

FURTHER RECOMMENDATIONS MADE BY  
PLANNING COMMISSION CHAIRPERSON KLEIN

1. As a recommendation to remedy current parking problems and fulfill educational needs, Hamilton should be reverted back to Middle School status. (Plan pg. 6-12).
2. As a recommendation consistent with the purpose of the Tower District Specific Plan, the preferred Central Olive Avenue Plaza alternative should be "A." (Plan pg. 5-5).
3. By viewing the remaining fragments of the streetscape of Van Ness Boulevard south to Weldon and Fulton Avenue from Belmont south to Divisadero, one can infer an overall pattern. This pattern, characterized by median islands planted with lawn and Deodar Cedars, is established on Van Ness Boulevard south to Weldon. Weldon retains the median islands with lawn, as well as the remnant of sweeping two-way curve at its intersection with Van Ness. One last fragment of this motif remains on Peralta and Maroa, where there is a median island on block in length with two mature Deodar Cedars. The logical recommendation would be to reestablish this pattern along the thoroughfares identified in the 1984 General Plan as "Scenic Drives." (EIR figure 4.2-1). This can be accomplished by the planting of Deodar Cedars on Weldon in place of the immature existing trees. Furthermore, this median island treatment, complete with lawn and Deodar Cedars, should be installed in place of the center lane of Wishon Avenue from Princeton Avenue south to the northern edge of the Central District Commercial Streetscape at Hedges Avenue. Deodars should be planted as street trees from Olive south to Belmont, thereby extending a pattern that is identified in the EIR as, "a unique and highly valuable landscape character." (EIR pg. 4.1-6).
4. In concert with the previous item, the use of stone gateway elements or similar district-specific street markers should be recommended to further identify the Tower District as unique. (EIR pg. 4.1-6).



RESOLUTION NO. 91-138

A RESOLUTION OF THE COUNCIL OF THE CITY OF  
FRESNO, CALIFORNIA, CERTIFYING FINAL  
ENVIRONMENTAL IMPACT REPORT NO. 10108 FOR  
THE TOWER DISTRICT SPECIFIC PLAN AND  
FINDING NO SIGNIFICANT ENVIRONMENTAL IMPACT

WHEREAS, the Final Environmental Impact Report (EIR) No. 10108 relating to the draft Tower District Specific Plan has been prepared in compliance with the California Environmental Quality Act (CEQA); and

WHEREAS, the Planning Commission held a duly noticed special public hearing on March 13, 1991, and considered EIR No. 10108 and the City of Fresno staff and Citizen Committee recommendations, written comments, and testimony received regarding EIR No. 10108; and

WHEREAS, the Fresno City Planning Commission at its special meeting of March 13, 1991, adopted Resolution No. 10103, recommending certification of EIR No. 10108; and

WHEREAS, the Council of the City of Fresno, on March 26, 1991, held a duly noticed public hearing to consider the draft Tower District Specific Plan and EIR No. 10108, and all written and oral evidence and testimony related thereto.

NOW THEREFORE BE IT RESOLVED, the Council of the City of Fresno certifies that EIR No. 10108 has been completed in compliance with CEQA and the City of Fresno's Environmental Quality Ordinance, and that the Council has reviewed and considered the information contained in EIR No. 10108 prior to approving the Tower District Specific Plan.

PASSED \_\_\_\_\_  
3/27/91

BE IT FURTHER RESOLVED, that the Council finds that there is no substantial evidence in the record that the Tower District Specific Plan may have a significant effect on the environment.

CLERK'S CERTIFICATE

STATE OF CALIFORNIA)  
COUNTY OF FRESNO     )  
CITY OF FRESNO        )

I, Jacqueline L. Ryle, City Clerk of the City of Fresno, certify that the foregoing resolution was adopted by the Council of the City of Fresno, California, at a regular meeting held on the 26th day of March 1991.

JACQUELINE L. RYLE  
City Clerk

APPROVED AS TO FORM  
CITY ATTORNEY'S OFFICE

BY: 

DEPUTY

By 

Deputy

DF:flh  
PLN379/+463



RESOLUTION NO. 91-139

A RESOLUTION OF THE COUNCIL OF THE CITY OF  
FRESNO AMENDING THE 1984 FRESNO GENERAL  
PLAN, THE FRESNO HIGH-ROEDING COMMUNITY  
PLAN, AND THE CENTRAL AREA COMMUNITY PLAN

WHEREAS, the Fresno City Council on December 1, 1977,  
November 20, 1984, and on July 13, 1989, adopted the Fresno  
High-Roeding Community Plan and the General Plan, and the Central  
Area Community Plan, respectively; and

WHEREAS, specific plans are essential to the refinement of the  
Community Plan; and

WHEREAS, the Council directed that the Tower District Specific  
Plan be prepared; and

WHEREAS, the Tower District Specific Plan has been prepared  
pursuant to the Local Planning and Procedures Ordinance (LPPO) and  
was formulated by staff with the help of a 21-member Citizens  
Advisory Committee and with substantial public input and was  
initiated by the Fresno City Council on November 13, 1990, all in  
conformance with applicable provisions of State Planning Law, the  
LPPO and guidelines promulgated under it; and

WHEREAS, the Fresno City Planning Commission, at its special  
meeting of March 13, 1991, adopted Resolution No. 10104  
recommending adoption of the Tower District Specific Plan as  
recommended by the Citizens Advisory Committee and including  
several modifications; and

PASSED 3/21/91  
EFFECTIVE 3/21/91

WHEREAS, the Council of the City of Fresno, on March 26, 1991, held a duly noticed public hearing to consider the draft Tower District Specific Plan and Final Environmental Impact Report (EIR) No. 10108 and at the public hearings considered all information contained in the draft Tower District Specific Plan and EIR No. 10108, and all written and oral evidence and testimony related thereto; and

WHEREAS, prior to taking action on this project, Council adopted a resolution certifying EIR No. 10108 as required by the California Environmental Quality Act, and finding that there is no substantial evidence in the record that the Tower District Specific Plan may have a significant effect on the environment; and

WHEREAS, the LPPO requires that specific plans must be adopted by ordinance, and community plans and the General Plan must be amended by resolution; and

WHEREAS, the Charter of the City of Fresno permits an ordinance adopting a specific plan to be adopted by Council on the day it is introduced; and

WHEREAS, the Council has adopted an ordinance adopting the Tower District Specific Plan.

NOW, THEREFORE BE IT RESOLVED that the Council of the City of Fresno, having adopted the Tower District Specific Plan, approves amendments to the Fresno High-Roeding Community Plan, the Central Area Community Plan, and 1984 Fresno General Plan as depicted on Attachment D, respectively, incorporated herein by reference, in order to maintain consistency between the Tower District Specific Plan, the said Community Plans and General Plan.

CLERK'S CERTIFICATE

STATE OF CALIFORNIA)  
COUNTY OF FRESNO     )  
CITY OF FRESNO        )

I, Jacqueline L. Ryle, City Clerk of the City of Fresno, certify that the foregoing resolution was adopted by the Council of the City of Fresno, California, at a regular meeting held on the 26th day of March 1991.

APPROVED AS TO FORM  
CITY ATTORNEY'S OFFICE

BY: JS

DEPUTY

JACQUELINE L. RYLE  
City Clerk

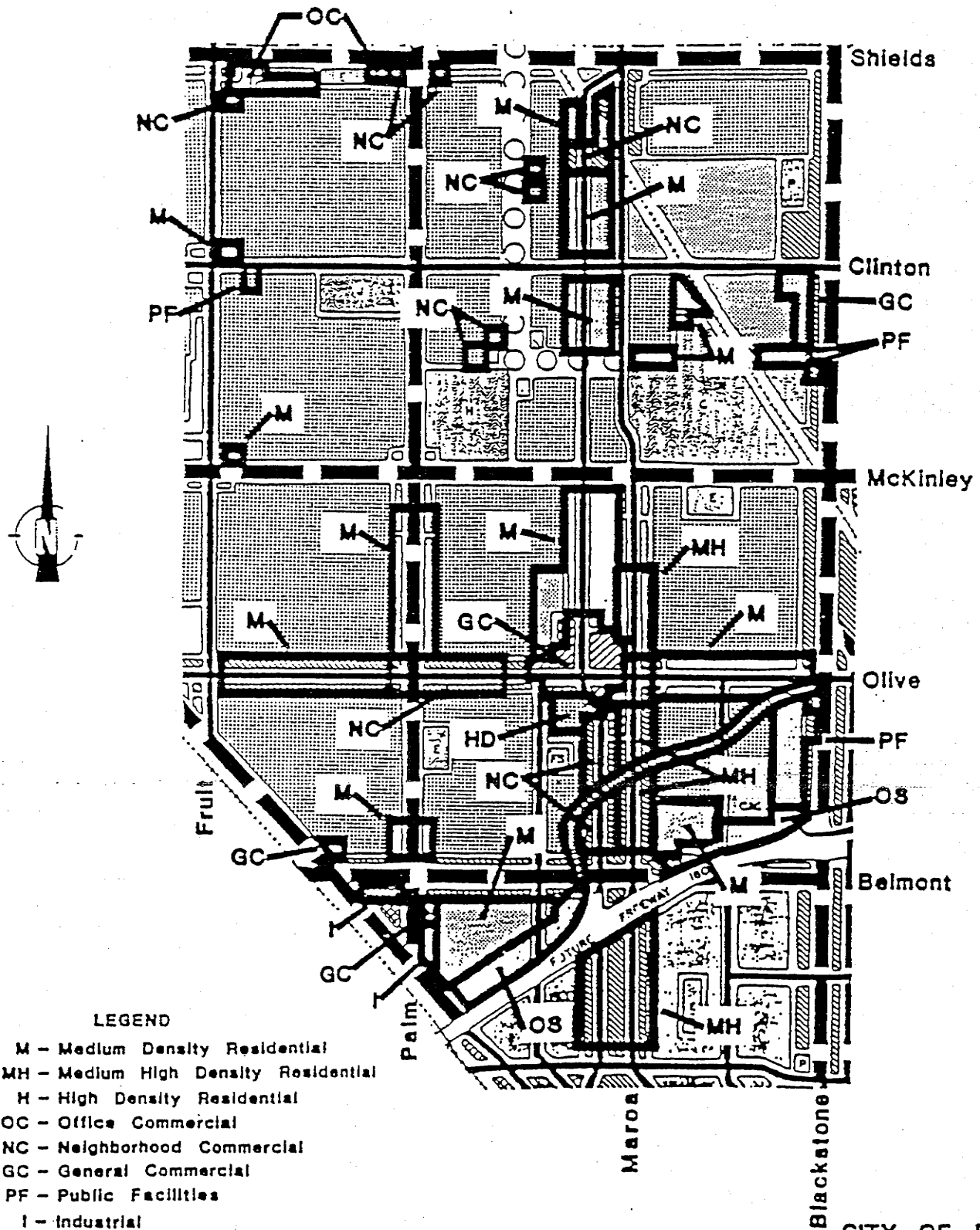
By Jacqueline Ryle

Deputy

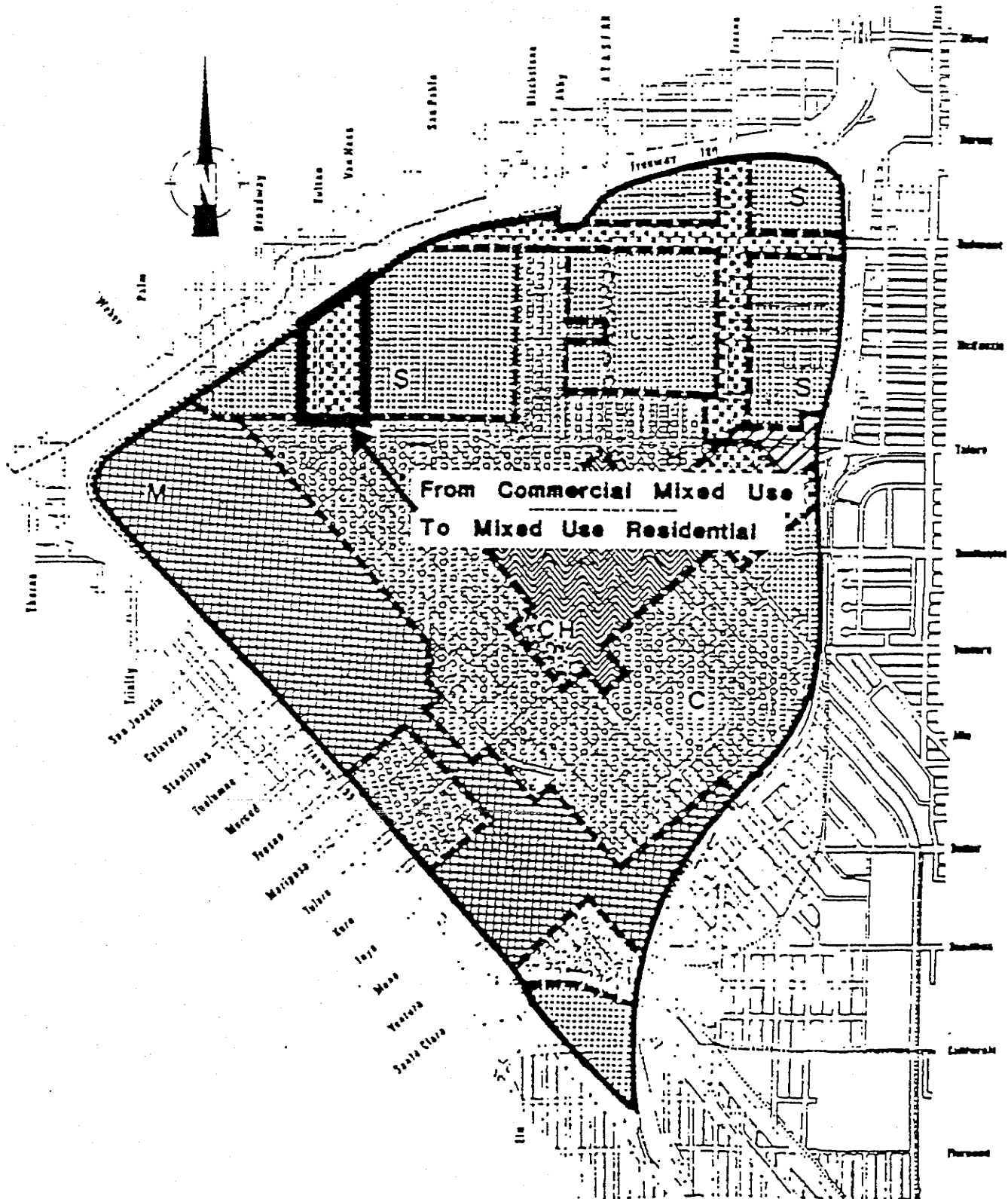
DF:flh  
PLN379/475

Attachment "D" - Maps of plan amendments

# PROPOSED AMENDMENTS TO FRESNO HIGH-ROEDING COMMUNITY PLAN BY THE TOWER DISTRICT SPECIFIC PLAN

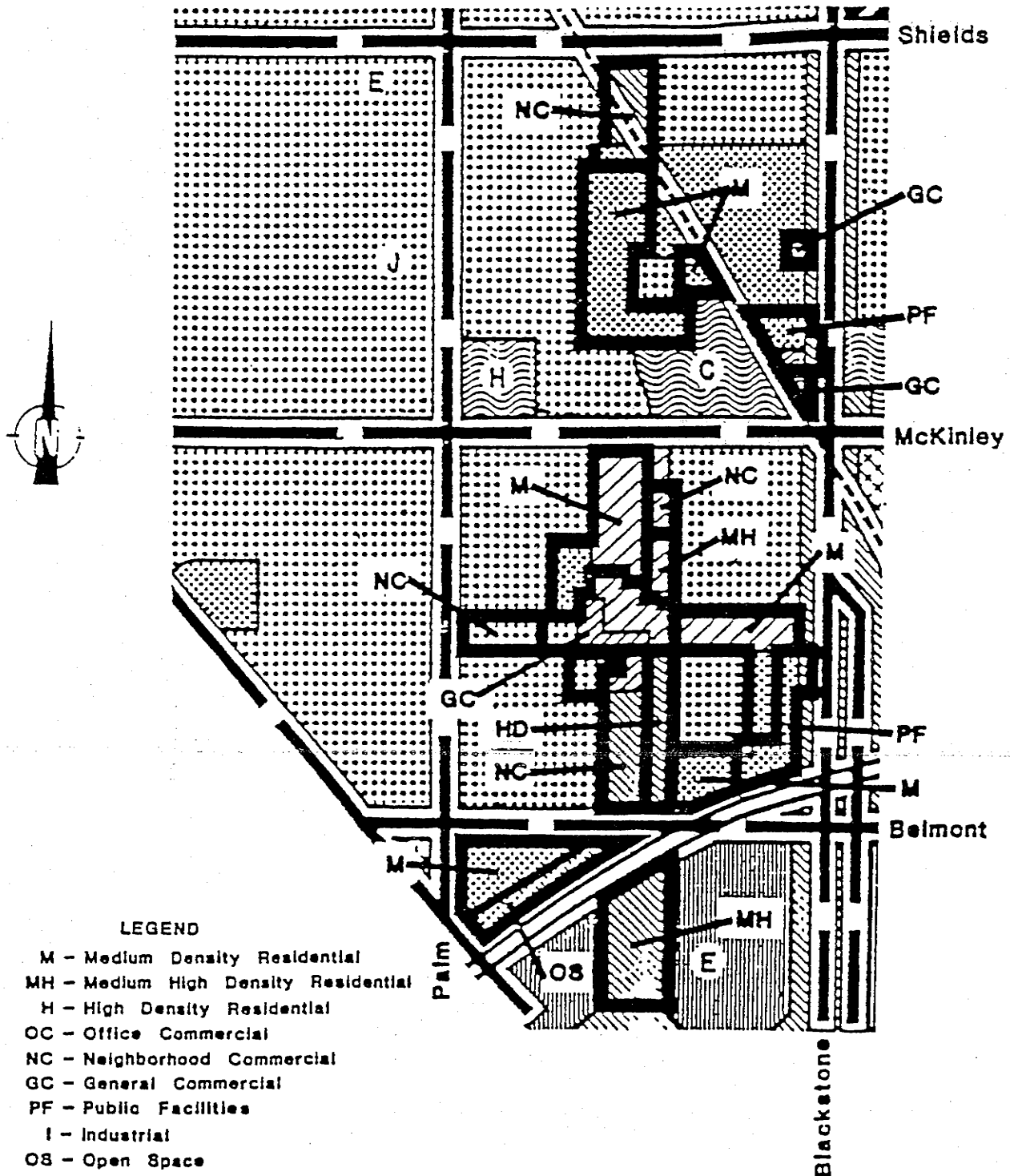


# PROPOSED AMENDMENT TO CENTRAL AREA PLAN BY THE TOWER DISTRICT SPECIFIC PLAN



CITY OF FRESNO  
DEVELOPMENT DEPARTMENT

# PROPOSED AMENDMENTS TO 1984 FRESNO GENERAL PLAN BY THE TOWER DISTRICT SPECIFIC PLAN



BILL NO. B-26

INTRODUCED BY COUNCILMEMBER Scharton

ORDINANCE NO. 91-26

AN ORDINANCE OF THE CITY OF FRESNO,  
CALIFORNIA, ADOPTING THE TOWER DISTRICT  
SPECIFIC PLAN

WHEREAS, the Tower District Specific Plan was prepared pursuant to the Local Planning and Procedures Ordinance (LPPO) and was formulated by staff with the help of a 21-member Citizens Advisory Committee and with substantial public input and was initiated by the Fresno City Council on November 13, 1990, all in conformance with applicable provisions of State Planning Law, the LPPO and guidelines promulgated under it; and

WHEREAS, the LPPO requires that specific plans must be adopted by ordinance; and

WHEREAS, the Charter of the City of Fresno permits the ordinance adopting the Tower District Specific Plan to be adopted by the Council on the day of its introduction; and

WHEREAS, the Fresno City Planning Commission, at its special meeting of March 13, 1991, adopted Resolution No. 10103 recommending certification of Final Environmental Impact Report (EIR) No. 10108 and adopted Resolution No. 10104 recommending adoption of the Tower District Specific Plan update as recommended by the Citizens Advisory Committee and including several modifications; and

PASSED

3/26/91

EFFECTIVE

4/26/91

MICROFILMED

Reel 332

Date 6/12/91

WHEREAS, the Council of the City of Fresno, on March 26, 1991, held a duly noticed public hearing to consider the draft Tower District Specific Plan and EIR No. 10108 and at the public hearings considered all information contained in the draft Tower District Specific Plan and EIR No. 10108, and all written and oral evidence and testimony related thereto; and

WHEREAS, prior to taking action on this project, Council adopted a resolution which certified that EIR No. 10108 was prepared in compliance with the California Environmental Quality Act, and found that there is no substantial evidence in the record that the Tower District Specific Plan may have a significant effect on the environment; and

NOW, THEREFORE THE COUNCIL OF THE CITY OF FRESNO DOES ORDAIN AS FOLLOWS:

SECTION 1. The Tower District Specific Plan, consisting of maps and written statements of goals, policies and implementation measures, including Attachments A, B, and C, all as contained in Exhibit 1, and including all mitigation measures as set forth in the EIR incorporated herein by reference is hereby adopted.

SECTION 2. Any provision in Chapter 12 of the Fresno Municipal code which would render implementation of this ordinance infeasible shall yield to the provisions of this ordinance.

SECTION 3. This ordinance shall become effective and in full force and effect at 12:01 a.m. on the thirty-first day after its passage.



CLERK'S CERTIFICATE

STATE OF CALIFORNIA)  
COUNTY OF FRESNO )  
CITY OF FRESNO )

I, Jacqueline L. Ryle, City Clerk of the City of Fresno, certify that the foregoing resolution was adopted by the Council of the City of Fresno, California, at a regular meeting held on the 26th day of March 1991.

APPROVED AS TO FORM  
CITY ATTORNEY'S OFFICE

BY: 

DEPUTY

JACQUELINE L. RYLE  
City Clerk

By 

Deputy

DF:flh  
PLN379/+464

